

K E N N E B E C A S I S

# MASTER PLAN

OF THE MUNICIPALITY OF THE CITY AND COUNTY OF

# SAINT JOHN

N. B., CANADA

Price: .25c

B A Y O F F U N D Y

SAINT JOHN TOWN PLANNING COMMISSION, 1946







NEW LIFE FOR CANADA'S OLDEST CITY

# A PLAN FOR SAINT JOHN

A Report Prepared for the  
**TOWN PLANNING COMMISSION**  
of the  
**CITY AND COUNTY OF SAINT JOHN, N. B.**  
by  
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With a Foreword by  
JOHN N. FLOOD, M.E.I.C., Chairman of the Commission  
and the First Annual Report by  
D. A. SUTHERLAND, Executive Secretary

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## FOREWORD.

THE Saint John Town Planning Commission submits herewith an account of its stewardship, in the form of a Master Plan Report. The report is submitted in all humility as being the work of fallible rather than infallible individuals. It is not suggested that the proposals advanced are the best that might be evolved, but they are founded on the best information available to us. It is safe to assume that these plans are not the last word. The last word will never be said in Town Planning.

This report, it believes, presents a frank and true picture of our community, without any attempt to magnify its good features or gloss over its deficiencies. The report attempts to analyze our defects and their underlying causes, and goes on from there with practical suggestions to overcome these faults. In a sense, it dares to look ahead into the future and, by an analysis of growth, trends and influences, forecasts anticipated changes and suggests measures to ensure that these changes will be effected with minimum dislocation to our community.

These suggested steps, as a part of the master development plan, include a series of projects designed to relieve traffic, housing and industrial bottlenecks, and to improve the essential community facilities. It is necessary that solutions to our physical problems be so interrelated and, insofar as practicable, adapted to existing conditions, as to ensure maximum value for public works expenditures. Avoidance of economic waste is one of the prime objectives of Town Planning.

It should be noted that maximum value does not necessarily mean minimum initial cost because, in any long-term over-all plan of development, economy will result only if public works continue to be effective ten, twenty-five, fifty years hence. Corner-cutting, short term solutions can lead only to greater problems in the future.

Land being the basic commodity with which we have to deal, it follows that Town Planning devotes much attention to how it is used. The kind of community we develop will be measured by our success in controlling land use. Acceptance of such control in the interests of the whole community is fundamental, and means basically that the wishes of the individual must give way to the needs of the community. This implies, of course, that there must be reasonable compensation to owners for land taken for public use; but not for the limitation of use in accordance with zoning regulations — a legal principle now firmly established.

While all the errors and abuses arising out of the past cannot be eradicated at once — some of them never — we can and should correct where possible; and above all, we must avoid repetition of past mistakes. Future development and redevelopment, guided by these principles, are the basic aims of the Master Plan.

Unlike more favored communities, Saint John suffers from severe topographical handicaps which prevent simple, straightforward development. To overcome them successfully calls for sound, yet bold, planning. It is submitted that the Master Plan herewith ignores none of these handicaps and, in the light of foreseeable development, presents a workable solution for each.

The Master Plan presents a series of recommendations by the Town Planning Commission to the City and County Councils, which are responsible for adopting and implementing the proposals as circumstances permit. Certain of the proposals are emphasized in the report as of great urgency and require to be undertaken at the earliest possible date, in order to correct long standing defects and afford relief from conditions which are hampering business and growth.

Among the most urgent of these requirements is the correction of manifest flaws in the main approaches to our City. This is a matter for joint action with Provincial Authorities and may involve the development of limited access highways to by-pass congested suburban centres, a possibility recently provided for in our Provincial legislation. Such improvement would be of immeasurable benefit to local and arterial traffic alike.

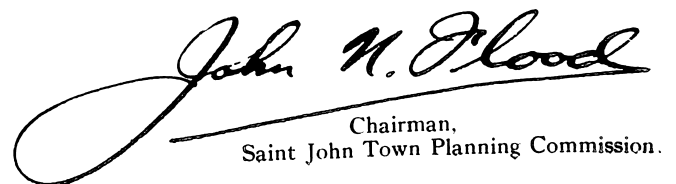
Other greatly needed improvements affecting this community lie beyond the authority of this Commission, however, and they underline the need for expansion of Town Planning controls to areas of the Municipality not now controlled, and coupled with this, the setting up of Town Planning controls in areas outside the County, yet close to Saint John.

The planning of our community of tomorrow is the responsibility of the mass of our citizens and should not be left solely to any small group of individuals, nor to any staff of trained specialists. We, as citizens, for our own good and for that of the generations to come, must make ourselves familiar with the background, the present status and future needs of our community and do our part to see that these needs, once understood, are met. Better living conditions are the inalienable right of our citizens of tomorrow. We should determine in advance what the desirable minimum standard should comprise, set our course and take the necessary steps to make these standards effective.

It is our purpose in presenting this report to furnish the facts; to suggest the necessary corrective measures, and, with rational arguments, to enlist the support and co-operation, not only of the Municipal authorities, but of the citizens at large, without which all our planning must fail. If we, as citizens, take up the challenge which our present situation presents, and tackle the problems with vision and courage, then we and our children will know the true meaning of the motto which appears on our civic coat of arms:

*"O Fortunati Quorum Jam Moenia Surgunt."\**

Saint John, N. B.

  
Chairman,  
Saint John Town Planning Commission.

\*O Fortunate People Whose Walls Are Now Arising.



## LETTER OF TRANSMITTAL

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Saint John, N. B., June 1, 1945.

JOHN N. FLOOD, Esq., Chairman,  
and Members of the Saint John Town Planning Commission.

GENTLEMEN:

I have the honour to present herewith a preliminary\* report and tentative master plan covering the Saint John Town Planning Area.

In doing so, I believe there are certain factors which should be brought to your attention as having influenced the preparation of the material and the general conclusions thus far, and which should be borne in mind when evaluating the recommendations.

In the first place, I wish to emphasize that the master plan as a whole is based on a long-term view. There is no suggestion that the proposals contained in it should or could be carried out within a short space of time. Rather should this preliminary plan be considered as a draft programme for a period of thirty years, or one generation, its various steps undertaken as the need for them arises. While the possibility exists that some of the provisions may never be required, no one can predict this with certainty; and since none of the longer-view proposals conflict with more immediate requirements it would be defeating the purpose of the plan not to provide for them.

Skepticism of proposals of change is one of the characteristics of the Saint John public; and general conservatism of thought in this city will prove to be one of the greatest obstacles in popular acceptance of some items of the plan. As a stranger coming to the city, I have been impressed by this psychological problem as being even more difficult than the physical one; but as a planner studying the city from the detached point of view of the stranger, I have found it impossible and undesirable to ignore obvious solutions to certain pressing problems simply out of fear that uninformed public sentiment might vote them down. I realize fully that popular support is essential to the success of any planning scheme, and I have considered it a part of my work to endeavour to enlist that support as far as possible. There is a vast amount of education to be done, however, before any plan for Saint John will receive the whole-hearted co-operation of the citizens. Those Saint John citizens who have travelled can see their city's shortcomings; but to many it is far from apparent that the parts of the city about which the sentimental loyalty centers are often little better than eyesores to the visitor, and of no practical value to the city itself. Where historical monuments exist, and where a strong local character is evident, it is the duty of the planner to preserve them. The fact remains, however, that Saint John has few, if any, historical points of true architectural or aesthetic merit, and it cannot be denied that the prevailing character is one of drabness and lack of civic pride. A slum remains a slum, and a civic eyesore is still to be condemned, even though they be the sites of important events in the city's history. The younger generation of Saint John citizens is fully conscious of the nature of its surroundings, and its natural desire for beauty is not submerged by false sentiment nor by apathy. It is for this generation that the city must plan; and no excuse is necessary if the plan proposals seek to solve a pressing physical problem, or to create new civic beauty at the expense of some sentimental association with tradition.

On the other hand, if any excuse is necessary, it is rather that more sweeping changes have not been proposed for the next thirty years, since the obsolescence of the vast majority of Saint John's buildings, and the natural characteristics of the city's site, might well be considered justification for more radical replanning than has been thought possible of achievement.

Criticism will doubtless be levelled at certain proposals on the ground that the natural obstacles are too great to permit the suggested development. To such criticism the answer must be that if in fact, there are certain physical features to be overcome in some instances, they are but small in comparison with those which the Loyalist founders of the city and their successors who have developed it have overcome

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\*Note This letter accompanied the Directors' first report, which has now been revised to a very limited extent by him in his present capacity as Consultant.



with none of the facilities and equipment available to us today. Modern machinery will make short work of what in past days would have been tremendous tasks. It is even possible that some public works, considered as employment projects when such become necessary, will fail to create sufficient jobs in view of the potentials of the bulldozer and other machines so highly developed during the war. There is nothing in the master plan proposals which is physically any more difficult to accomplish than what has already been done in cutting the existing city from its rocky, hilly site.

The final decision as to which of any alternative proposals are to be executed must be based on the financial question. This preliminary report does not attempt to assess proposals financially. Post-war construction costs are an unknown factor, and it is obviously impossible even to guess at costs a decade or two hence. However, since approximate estimates of cost of the more immediate public works should be incorporated in the final report of the Commission to Local Authorities, it is suggested that steps be taken to proceed with this aspect of the master plan as soon as the Commission has studied the plan and report in its present form.

Neither has any attempt been made here to discuss the tax structure of the City or Municipality. This has been studied and reported on elsewhere by more competent persons. It is certainly not beyond the function of the Commission as a whole, however, to make recommendations regarding the derivation of the local government's revenue, particularly where it affects the development or character of land utilization, or financing of projects covered by the Master Plan.

I wish to add a word also regarding the progress of planning in the Municipality up to the present. A very considerable portion of the time of the Commission and of my own time during the past year has been devoted to matters not directly concerned with the actual preparation of a master plan. This has been largely due to the necessity of amending and putting into operation local planning legislation; and while little of the administration of the by-laws should normally fall to the Commission, the previous lack of machinery for enforcement has made this situation inevitable. The result has been, in part, that the Commission has been less directly concerned or informed regarding the development of the planning scheme than might be considered desirable. For this reason I suggested the formation of sub-committees to study various aspects of the problem. Some of these committees have met, though as yet infrequently, and some parts of the plan have been discussed more fully at general meetings. I would recommend that these committees take up various proposals, in detail, in preparation for a final report and recommendation to the local authorities by the Commission as a whole.

With the enforcement of legislation just begun, it has been necessary for me to deal directly with the public regarding questions and complaints about the restrictions, all too frequently. This part of the work should be handled by a permanent executive-secretary. Again a large amount of time has been devoted to details which, desirably, should follow the broad plan; but which current emergencies, such as site planning for immediate housing development, transfers of property owned by the local authority, and similar considerations, have made it impossible to postpone.

Much remains to be done before this preliminary master plan can be brought to the local authorities for adoption. A public exhibition of the material prepared thus far is to be held at once. Concurrently with it there should be arranged a short but intensive programme of publicity, through the press, radio and public meetings, to explain the proposals and to invite public comment.\*

The material presented herewith contains insufficient statistical information. It has been found very difficult to obtain much of the data which is desirable, partly due to wartime conditions, partly to the fact that local statistics are apparently not on record in many instances. Notably lacking are accurate figures on employment, past and present; on family composition; on traffic volume. It is intended to request a special report from Ottawa sources such as the Bureau of Statistics, and the Department of Labour, which should provide some of the missing information. It is very necessary that a thorough traffic census be taken this summer,† and it is also necessary that a family size and composition survey be undertaken. Such data will be essential to a final master plan report.

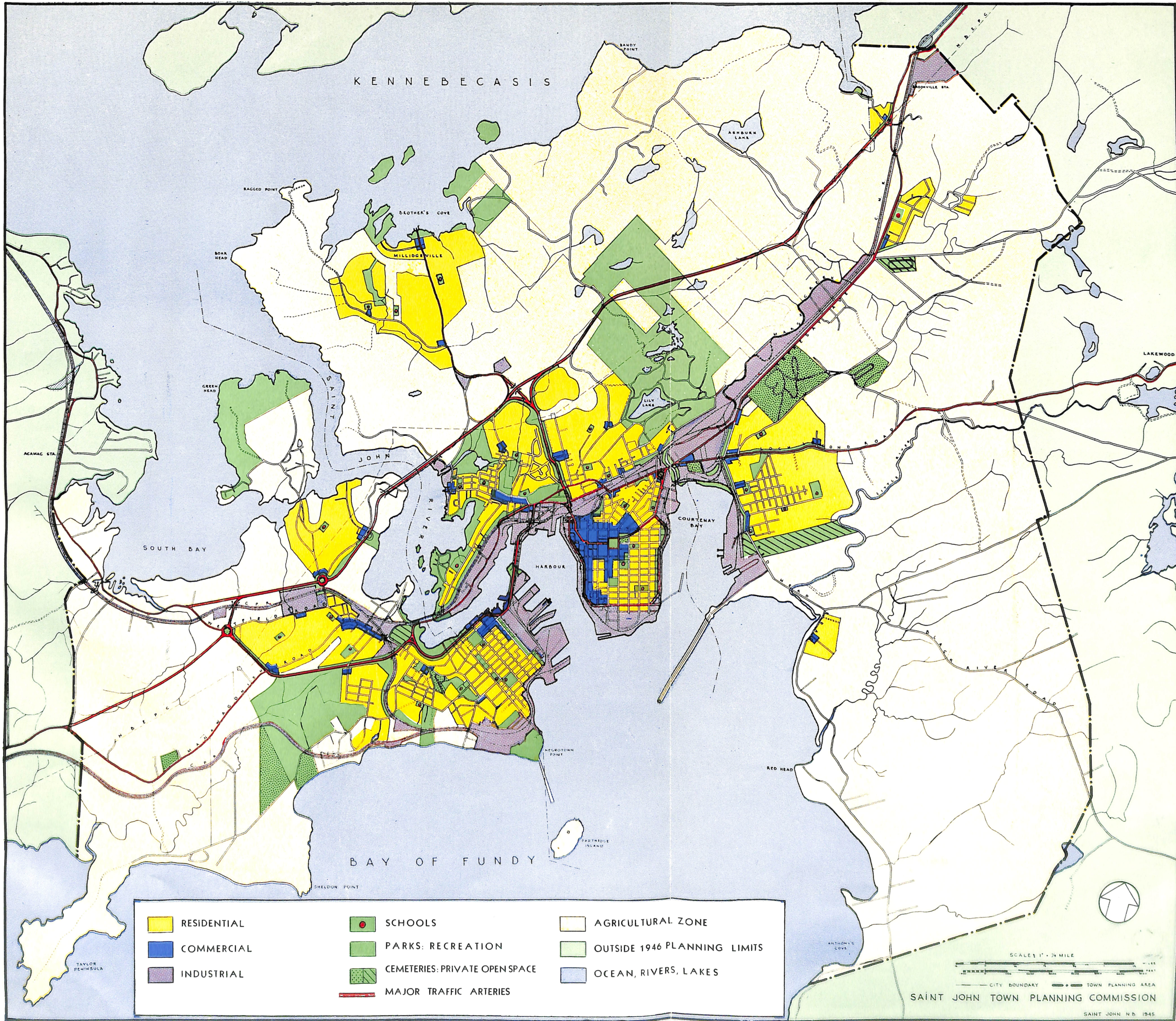
Respectfully submitted,

J. C. MERRETT, M.R.A.I.C.  
Director.

\* This was achieved to an encouraging degree in June, 1945, shortly after submission of the preliminary report. A public exhibition of the survey material and Preliminary Master Plan ran for three weeks, and drew over a tenth of the City's population. It received wholehearted support from the press, and later a round table discussion was broadcast.

† A traffic census was taken in October, 1945. See page 58.









Aerial View of Portion of Saint John

## INTRODUCTION

**T**HE purpose of Town Planning is to promote social and economic welfare, and thus better living conditions, through the orderly use of land as the basic commodity upon which the physical existence of the community depends.

The available land must accommodate all phases of community activity in a proper balance if efficiency, health, and order are to be maintained and the community to prosper. Thus nothing short of a comprehensive overall plan, incorporating every function of a community, will suffice. Solutions to physical problems cannot be independent of one another and be entirely successful or

economical in the overall pattern: they must be evolved as inter-related parts of a master plan.

Town planning therefore is concerned with industrial and commercial development, with population and employment, with housing (in its broadest sense), with adult and child education and recreation facilities, with transportation and distribution of goods, with safety, health, culture, religion, and with the mental well being that is dependent on civic order and beauty.

The fundamental principle upon which modern planning is based is the definition of the various functions of the community within more or less distinct physical bounds,



and the integration of these areas in efficient and convenient balance, much as are the rooms of a well planned house. While such an objective must depend in part upon restrictive control, based on adequate legislation, it calls primarily for positive planning, and it is only upon adoption of a workable guiding plan that the control by-law can be reasonably set up.

Effective planning must be measured by the human scale, by the requirements of the individual in his daily life. Thus the key to the functional definition of a community is the neighbourhood residential unit. Around the central core of the city, in which are located those major services and facilities which bind the city into a single organism, are grouped districts in which it is sought to establish (or to preserve) the character and amenities of a relatively small community which encourage "neighbourly" living and permit the emergence of the individual family as a nucleus of such a community. By this system, as opposed to the conglomerate metropolis, where land use is confused and disorderly and where various urban functions conflict with one another so that individual expression and civic interest are submerged; good citizenship is fostered and community pride and responsibility encouraged because the neighbourhood unit is well defined and small enough that each member of it can feel himself a part of it.

Such neighbourhoods should cut across income levels and provide housing types for more than one group of the population. They must also be self-contained to the extent of offering everyday services and facilities such as shopping centres, churches, schools and recreation and community meeting places. For the larger services which a relatively small neighbourhood could not support, the central city business section remains the hub and it must be readily accessible. Depending on the size of neighbourhood which it is desirable or possible to develop and its relation to major employment centres, it may also be reasonable to encourage light industrial development for the purpose of providing local employment and rendering more stable residential population. Such decentralization of industry is a well established principle when the nature of the industrial base and other factors, such as topography and transportation, permit.

Obviously these residential areas can be defined within the existing developed area of the city or, where redistribution for reduced density, slum clearance, or expected population growth require it, in undeveloped territory. In either case their communication system with one another and with main commercial and employment centres is of prime importance.

The planning of Saint John presents more than usual difficulties. While the principles of contemporary planning theory hold good, the usual methods of achieving the

planning objectives are frequently impossible in the local picture because natural characteristics of the city's site deny the simple and obvious solution of planning problems. There is no opportunity, for instance, to apply any usual type of circulation pattern; there is seldom a choice of major arterial routes, or any easy diversion or segregation of traffic. Always it is a question of finding the least hilly route or of considering a "surgical" operation to overcome some natural obstacle.

Again, the irregularity of the surrounding region leaves but little choice for the location of new residential development to permit decentralization. At the same time, decentralization itself might be unnecessary but for the rocks and hills of the developed area, for Saint John's congestion is largely the result of the unusability of much of the central land.

Density figures themselves are generally not startling and on a flat site, free from geographic limitations, redistribution and redevelopment would be relatively easy. As it is, the solution of many of Saint John's physical problems must be sought by overcoming or circumventing some of the geographic and topographic barriers which have been directly responsible for the city's existing pattern of development.

There have been at least two earlier attempts to plan Saint John — in 1922 and in 1936. The latter demands consideration here because it is upon this that the present zoning system is based. While this plan incorporates a number of valuable proposals, it did not cover as many aspects of the overall problem as were necessary for a comprehensive solution. Little or no attempt was made to define neighbourhoods, and the zoning (the only part of the scheme carried out in detail) must be criticized on the grounds that it was chiefly based on expanding present land uses outwards, with no thought for segregation of functions; that the residential zones in particular bear little or no relation to the actual requirements as evidenced by the characteristics of existing residential development, and that there was no provision made for the logical location of secondary or sub-central shopping facilities. This zoning map is in many places difficult to justify and while several zoning changes have already been recommended the entire map must be carefully revised just as soon as the proposals of a new master plan have been adopted.

While some of the traffic solutions and major streets indicated in the 1936 plan are sound and in fact essential, others must be considered as definitely unsound or in some cases merely unnecessary, while for still others what are considered better alternative solutions have been found.

NOTE.—Throughout this report the word "city" is used to denote the urban area and thus includes the fringe areas in the Parishes of Lancaster and Simonds. Only when spelled with a capital "C" is the reference to the political entity of the City of Saint John.

## OUTLINE OF THE PROBLEMS

**S**AINT JOHN'S physical problems may be summarized under four main heads: Slum Clearance and Housing; Traffic Circulation; Industrial and Commercial Facilities; Civic Services and Amenities. Each broad aspect of the overall planning problem must be considered from the short-term and the long-term viewpoint.

### Slum Clearance and Housing

**Short-Term:** Saint John's slum areas are among the worst and most extensive in relation to the City's size of any community in the country. Low income levels, high regional building costs and the fact that only a fraction of present slum dwellers can be desirably rehoused in redevelopment areas, will make the rehousing problem unusually difficult. About 10,000 persons must be relocated in new areas; anywhere from 3000 to 5000 dwelling units are required to rent at less than presently economic rentals. For this program sites must be found as close as possible to employment centres, and served by efficient traffic routes. Suitable areas near main employment centres are to be found north of Fort Howe and in the Parks Street Extension area, and in the nearer sections of Lancaster and Simonds parishes (though increased population in the latter two areas would exaggerate present transportation difficulties whereas the former locations will not). Apart from low cost housing developments, there is an urgent need to make sites for private house building available, particularly within the City limits, if a logical balance of expansion is to be achieved, assessment values maintained and, again, in order to ease traffic problems. Suitable areas are Cranston Avenue, Portland Place and beyond, and Millidgeville. Services must be provided to encourage such development, and it is highly desirable that an immediate survey be made of the lands in question.\* The first step must be to extend streets and services to the areas nearest the City centre in preparation for slum clearance when such can be commenced, as well as to provide sites for individual homebuilders who are already beginning to demand them in considerable numbers.

One factor is of extreme urgency. It is already apparent that individuals, particularly men discharged from the services and taking advantage of rehabilitation grants, are seeking to build houses in outlying districts where no services are provided and often where the actual land is

entirely unsuitable. If steps are not immediately taken by the local authorities to put a stop to this haphazard scattering of dwellings, the results are likely to be costly both to the public purse and to the persons concerned, as well as detrimental to their ultimate health and social welfare. This shortsighted practice, unfair to the individuals, has already caused deplorable conditions in certain areas both in the City and in the Parishes.

**Long-Term:** Of 15,000 dwelling units, more or less, in the urban area, the great majority are obsolete in terms of today's standards of accommodation, equipment and comfort. The gap between what is available in Saint John today and what will be expected will become more and more apparent as the public, particularly the more alert young people, realize what contemporary houses should provide and as, by degrees, examples appear in the city. As new houses are built, privately or by public financing, every effort must be made, in the interests of convenience, economy and beauty, to replace the ill-planned and ill-designed buildings of today with the best contemporary domestic architecture, which means not merely exterior appearance, but internal arrangement, structure and equipment. (It can only be regretted that up to now Government-built housing, and Government-supported housing has produced no worthy example of progressive domestic architecture, nor yet of neighbourhood planning, at least in the Saint John area). This will only be possible through a program of education in such matters. Architectural "guidance," applied in conjunction with the issuance of building permits and through the medium of a housing information bureau, would be one obvious form. Maintenance of residential property in sound and orderly condition is a most important factor in the stability of property values and in improving the overall visual character of the city. Owners who neglect buildings and land should be penalized.

\*The Rifle Range has now been surveyed with encouraging results which confirm their desirability.



While the preliminary master plan schedules only the two worst residential sections of the city for redevelopment, there are obviously other areas which should be the subject of detailed planning to which replacements of old buildings should be made to conform. Without too radical a departure from the present street pattern, many of the principles of neighbourhood planning can be achieved. Co-operation of real estate owners in each neighbourhood backed by an active local "Improvement Association," can bring this about without recourse to compulsion. Intelligently guided public opinion must always be preferred to legal restriction as an instrument of community improvement.

A recasting of the existing residential sections of the city into a mould providing more of the amenities of living, and permitting the reduction of densities and removal of conditions which make people seek more spacious surroundings outside the city, will in the long run check the trend to move further afield, either for permanent or six-month residence, and thus will tend to stabilize property and rents and will develop community pride and responsibility.

## Traffic Circulation

**Short-Term:** Certain outstanding weaknesses in the metropolitan traffic system demand immediate correction. Most important is the westerly route to the City centre, with the grade crossing at the Union Station and the tortuous access to the West Side presenting the most urgent problems. These two items, together with the improvement of certain intersections along the main traffic routes, for safety and convenience as well as to encourage re-routing of various traffic flows, call for attention at once. There can be no disagreement with the proposal to construct a viaduct over the main railway lines at the Union Station. The construction of a bridge to West Saint John will doubtless be open to controversy; but the inadequacy, wastefulness and inconvenience of present access is too strong an argument in favour of the project even without considering the aggravation of the existing situation which will occur with the expansion of west side harbour facilities and population and the inevitable general increase in traffic volume. Development of new residential districts north of the City places the construction of a new

As conditions demand, the development of new neighbourhoods in addition to those required under the short-term program, should be allowed and encouraged to proceed. It is of utmost importance however, that scattered subdivision throughout the whole surrounding area be not allowed to proceed indiscriminately and at the whim of landowners, when there is insufficient evidence of the need of additional building lots, or of the suitability of the land and location in question. Such illogical expansion and the uneconomic provision of services that follow it is a major cause of the instability of land values and of direct financial waste to the local government; and on the other hand, when the necessary services are not provided, there is serious danger to health in the use of small lots. Thus the long-term view of housing and new residential development indicates the need of constant vigilance and guidance on the part of the planning agency in the interest of protecting both the public purse and the order and efficiency of overall land utilization within the area under control.

road leading to them within the short term range of projects. Provision of more adequate parking facilities in the central district is another immediate necessity.

**Long-Term:** As long as the present forcing of main arterial, sub-arterial and local traffic into one channel running through city streets quite unsuited to heavy volume remains uncorrected there can be no satisfactory solution to the traffic problems of the city. It must be realised that every indication points to a doubling of pre-war vehicle registration within a comparatively short space of time and to a great increase in inter-city use of regional highways. For these reasons the principle of by-passing of built up areas by arterial and sub-arterial traffic and the limiting of access to such roads by the use of reserved flanking strips and the exclusion of building development fronting upon the right-of-way has been generally accepted and in many places put into practice. Some such system within the Saint John region must be provided for and land reserved for it through the medium of zoning.

## Industrial and Commercial Facilities

**Short-Term:** In spite of rather unusually high percentages of land used and zoned for industry, there is today in Saint John a shortage of good industrial sites served by rail and or water. This has been made apparent recently by the difficulty experienced in obtaining suitable land for certain new industrial developments. There is

further, a distinct shortage of good warehousing facilities, and, while this condition may have been accentuated by wartime activity, continuation of shipping and railway volumes at a level comparable to that of recent years, together with obsolescence of much of the existing storage facilities and further development of the city as a distribut-

ing centre will aggravate rather than ease the situation. In the overall picture, industrial requirements must come first, since it is primarily upon industrial activity that the future stability of the city's diversified population depends. For the immediate future it is most important that a certain amount of additional land, suitably located for transportation services, be made available for possible new industrial development. This must be done, as far as possible, without endangering good residential areas or jeopardizing their existing or potential amenities.

## Civil Services and Amenities

**Short-Term: Services** — The Civic or Municipal Services referred to here, are, in the first instance, schools and recreation facilities. Both must be considered as far below standard, although the conditions vary somewhat, and in some instances are reasonably good.

The School situation is recognized by authorities and public alike but the Town Planning Commission is concerned primarily with the location of schools in relation to future (or remaining) residential areas. The Board of School Trustees has a tentative schedule of school replacements within the City, and it is obviously essential that new school buildings be located in the best possible relation to the areas they are to serve, which does not necessarily mean on their present sites. It should be feasible, however, by stabilizing existing neighbourhoods where practicable, to make use of a majority of these sites.

Recreational facilities for young and old alike are utterly inadequate and without exception very poor. Playlots for small children are virtually non-existent. School playgrounds are either too small, uneven, or dangerously located; while other playgrounds, of which there are but five in the entire area, are usually poorly equipped, unsupervised, or, again, dangerously situated. There is not one good playfield equipped with all necessary facilities in the urban area, nor is there public provision for such games as tennis, golf, etc.; and the one public swimming and boating spot is very badly off for changing rooms and similar facilities. Land must be acquired to overcome this situation as a part of an immediate program.

**Amenities** — The urgent short term requirements under the head of amenities are, firstly, steps to reduce and ultimately overcome the smoke and dirt nuisance; and, secondly, embellishment and cleaning up at many points within the area which now present an ugly and drab appearance — especially important in view of present impressions upon the visitor and the tourist. In many cases the removal of debris or of dilapidated structures will go far in improving the situation, but in others a positive job of landscaping, repairing, painting or other form of embellishment must be undertaken.

Local neighbourhood parks, and the use of green strips

**Long-Term:** As has been said, there can be no safe prediction of the ultimate possible industrial growth of Saint John, since it must depend largely on factors beyond the control even of the three levels of Canadian government. If it ever becomes necessary to provide for very extensive industrial expansion, whether the activity be based on the port or on local manufacturing, there need be no fear of insufficient land. It will be comparatively easy to reclaim from the sea an adequate area readily accessible by rail, water and highway.

— so frequently provided in Saint John by nature but neglected by man — are also needed in many places.

**Long-Term: Services** — The ultimate system of Schools (and their playgrounds) will depend on changes in the educational system. It is likely that more "junior high" or secondary schools will be required to provide specialized courses for upper grades. If so, they must obviously be spaced in a suitable pattern based on ratio of grade age to population.\* The High School eventually must be relocated somewhere to permit the necessary recreation space around it, and it is likely that both East Saint John and Lancaster will each require their own high schools in time. There must be a co-ordinated scheme for sites for these buildings worked out in collaboration with the school authorities of the City and County.

Ultimate recreation requirements of all ages of the population will call for small children's playlots at frequent intervals (which is essentially a responsibility of the subdivider, housing developer or local improvement association); for equipped playgrounds for older children, probably in conjunction with greatly improved school playgrounds — acquisition of land of which will affect the exact location of new schools; for adult recreation facilities again possibly in conjunction with the school playground and all as part of a neighbourhood park area; and for a major sports field for roughly each 20,000 of the population — probably one each in East Saint John and Lancaster, and one or two within the City.

**Amenities:** The system of parks, parkways and green strips which will define and limit neighbourhood units, plus the central parks and neighbourhood centres, call for a long-term policy of reservation and acquisition of land for these purposes. Zoning is the instrument by which the reservations can be made for protective open land but obviously actual land purchase will be necessary for the establishment of civic parks.

Education and, where necessary, legislation must be the means of ultimate improvement in the general appear-

\* The recent School Board survey of child distribution by grade groupings has now been mapped and will assist in attaining this ultimate objective.

ance of real estate throughout the area; but it is certain that whether Saint John adopts the appearance of other North American cities, or whether, more desirably, it retains a local character: order, good design and cleanness are imperative if the city is to be respected by visitors and encourage pride and civic responsibility in its own citizens.

**Drainage and Sanitation:** It is necessary to add here a word about the city's engineering services.

The fact that the greater part of the developed area has always been, and can safely continue to be, sewered into tidal waters has caused authorities and public alike to overlook certain instances where such a system is impracticable. There are at least two areas in the City and others in the Parishes where natural sewage disposal is utterly inadequate, and where conditions now exist which for hygienic reasons, not to mention olfactory ones, are inexcusable. In these cases it is essential to resort to mechanical means: pumping, chemical treatment or disposal beds. Glaring examples are the Marsh Creek immediately above the Marsh Bridge (which situation has at last been referred to a special committee,) and Spar

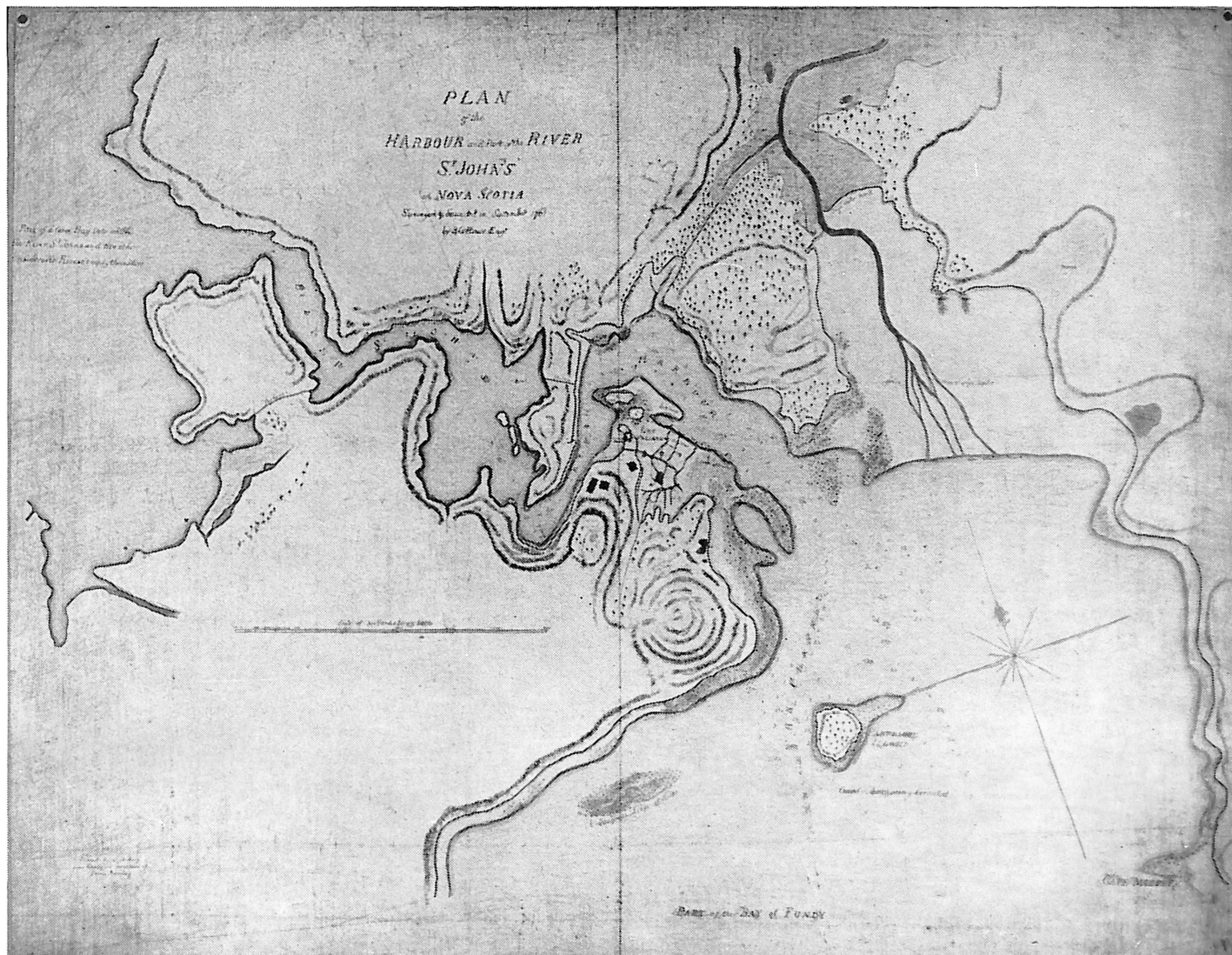
Cove, in the City; and the Glen Falls area in Simonds Parish and the Lancaster Vale area in Lancaster Parish.

**Street Grading and Paving:** Many street paving works have been postponed in recent years pending ultimate removal of street-car tracks. There are, however, many streets, some of them relatively important, which have never been either properly graded or paved, presumably due to lack of sufficient civic funds. This is true in the City as well as in the Parishes, and the excessive irregularity of gradient or even of cross-section of certain streets cannot be blamed entirely on the haphazard application of the grid-iron plan to an unusually rocky and hilly terrain. These conditions again are not merely inconveniences to the citizens who frequent such streets, but, as in cases where rock out-crops have been left exposed through the surfacing, they are unnecessarily hard on vehicles and hazardous particularly in winter conditions. Again, they contribute to the adverse impressions on strangers. A long-term program to correct these conditions would pay dividends in the general improvement of traffic conditions and in civic embellishment.



REVERSING FALLS, SAINT JOHN, — AT LOW TIDE





SAINT JOHN 186 Years Ago — Reproduction of a map by R. G. Bruce, Engr. 1761, shows the basic formation of the City's site.

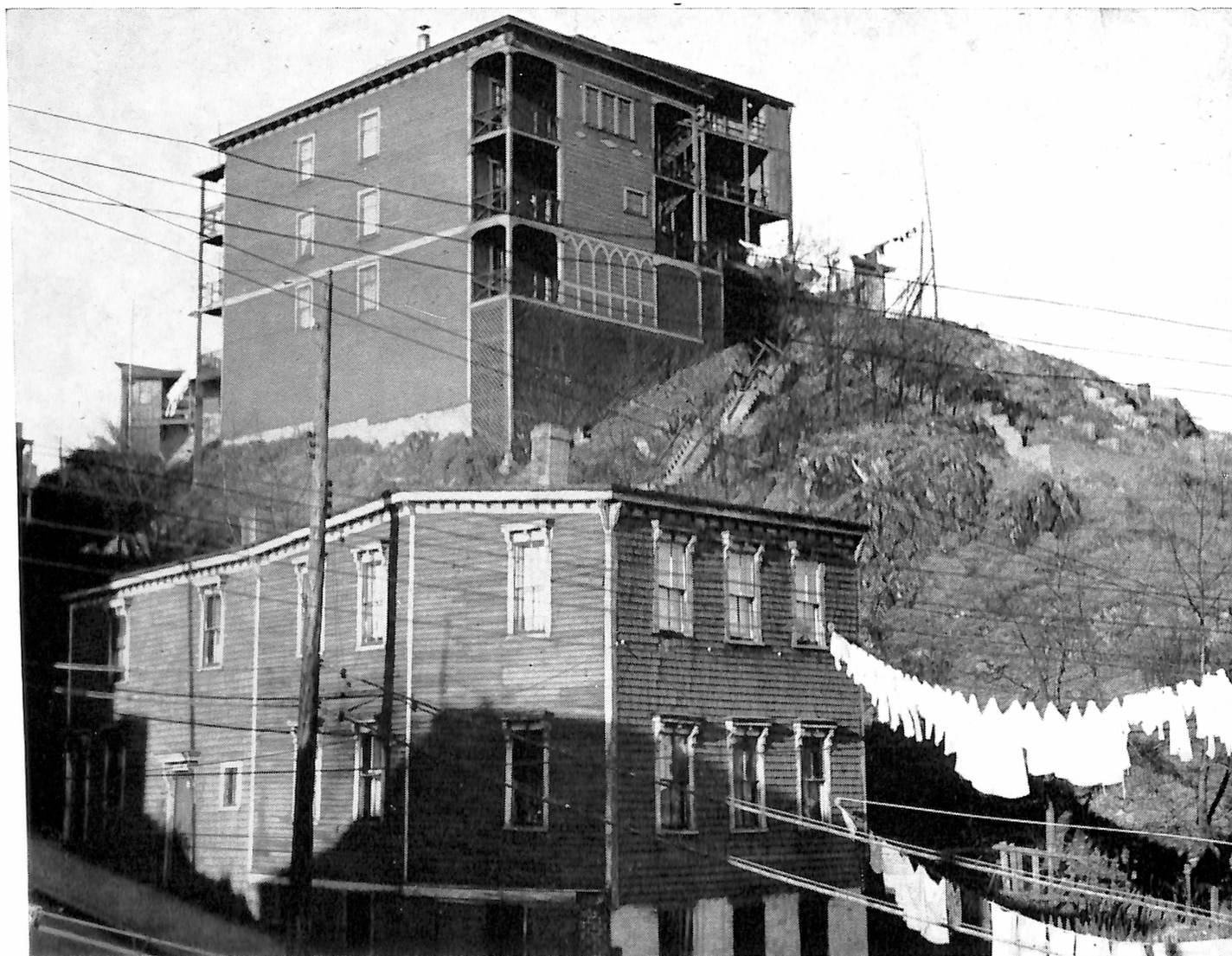
## HISTORICAL OUTLINE

**S**ETTLED by United Empire Loyalists who landed in 1783 at what is now Market Slip, Saint John was, until the advent of the steel ship, one of the leading shipbuilding centres of the entire world. Wooden trading vessels famous on all the oceans for their speed came from Saint John and by their construction the city thrived and grew.

From about the third quarter of the nineteenth century, however, this great maritime industry faded and was not replaced by any equivalent activity in other kinds of manufacture. The port alone remained important, and today is the largest source of employment in the city, although seasonal in nature, the main volume of shipping being handled in the winter months when the St. Lawrence

River ports are closed. Shipping and related activities dependent upon it constitute the city's industrial base; nevertheless there has been developed a healthy variety of other commercial and manufacturing enterprises. In view of the concentration of the country's industry in "Upper Canada," encouraged by Federal economic and trade policies of the past, and of the ability of monopolistic control in the wealthier provinces to acquire or smother local establishments, it is surprising that so many diversified activities are carried on.

The physical growth of the city, from the original settlement at Portland at the head of the fine harbour where Fort LaTour was established in 1631, is perhaps unique due to the unusual natural obstacles which had to



The geographic and topographic limitations of the City's site led frequently to the use of such awkward inaccessible perches as that shown above. View from Millidge St. between Paradise Row and Rockland Road.

be circumvented or overcome. When in 1783 an English engineer, Paul Bedell laid out a plan for the city, then Parr Town, he adopted a rectangular gridiron street pattern to cover the rocky hill of the central peninsula. The same arbitrary pattern was also applied over the even more irregular terrain of West Saint John where, confusingly, the same street names were used.

Bedell's gridiron of 200 foot by 400 foot blocks, which extended north to the then limit of the City — now Union Street — was so unrelated to the contours of the land that many of his streets had to be cut out of solid rock sometimes to a depth of fifteen feet or more, and even then they climbed and dipped at gradients as steep as twelve percent. Imbued with inherently stubborn deter-

mination the Loyalist builders of the City carried out by hand the work which today might deter their descendants aided by modern machines. It was not until the City's growth put a premium on even the most awkward of the many precarious building sites resulting from the illogical layout, and until the motor car showed up the weaknesses of the gridiron plan and the difficulties of the hilly streets, that the real handicaps became apparent.

From time to time landowners subdivided outlying properties, and frequently, as has been the case with virtually every city, these new developments were illogical and unnecessary. For the most part they carried on the grid system, ignoring topography. There are many instances both in the City and beyond its boundaries of

registered streets which it would be almost impossible to construct and quite impossible to use. Subdivisions in Simonds, Lancaster, and in the northern sections of the City appear on the map which, fortunately, have never been carried out, but there are many instances where lots have been sold and now stand as obstacles to the wiping out of these badly planned plots, or to their efficient replanning where development is desirable. As usual, however, many of the lots have come back to public ownership, affording the opportunity to revise and improve the layout. Ribbon development has been particularly common along the roads leading out of the city, simply because it was easier than developing the land lying away from these original natural routes.

Only where roads and streets have taken a natural rather than an arbitrary course, as in the case of some of the streets north of Union, such as Waterloo, Prince Edward and Erin and in the Mount Pleasant area and the main east and west routes which followed the line of least resistance, does the street system bear a sound relationship to the land.

In 1877, soon after the decreasing demand for wooden ships began to affect the city economically, the tragedy of the Great Fire occurred. Three quarters of the buildings on the central peninsula were entirely destroyed. Hasty rebuilding to accommodate the people was carried out without benefit of plan and with little or no thought for the requirements of health, convenience or civic amenities. That the work was done at a time when architectural design was at probably the lowest ebb in the history of civilization was not the least unfortunate aspect of the tragic event. Today most of the central area of the City is characterized by overcrowding of buildings and by the architectural ugliness typical of the time.

Another serious fire in 1931 destroyed the harbour installations which had been built up over a period of many years by the city itself from its own funds. As a result of this catastrophe, however, the Port was turned over to the Nation and in record time new and modern facilities replaced those that had been lost. Since then the Port has had further improvements both by private capital and by the National Harbours Board. The great Dry Dock, still one of the largest in the world, was built in 1923.

There are a few points of historical interest in the city, no one of which is treated or maintained in a manner worthy of its local significance nor as an attraction to tourists. The rock heights of Fort Howe overlooking the city and harbour and forming the dominant sky-line from many points are marked only by a pathetic stone cairn. The only remains of the old Fort buildings, a solid magazine which could well have been preserved and used as part of a local museum or tourist spot, was recently demolished by the Army for no apparent reason other than ignorant irresponsibility. The uncared-for appearance of this potential beauty spot has been even more recently emphasized by a power line carried on raw wooden poles which climb insultingly over the very peak of the Fort site.

The site of old Fort La Tour, on Portland Point at the head of the harbour, is an untidy hummock of grass and sand between railway and old factory sites. If not required for industry it could be a pleasant park overlooking the shipping, a miniature "Battery Park."

Market Slip, a shoddy and dirty mooring place and natural drydock for small vessels, is on the beach where the Loyalists first grounded their boats before the City was founded. Many citizens of Saint John pay false homage to this anachronism at the foot of the City's most important street as the "landing place" of their forefathers, yet ignore its possibilities as a worthy civic attraction.

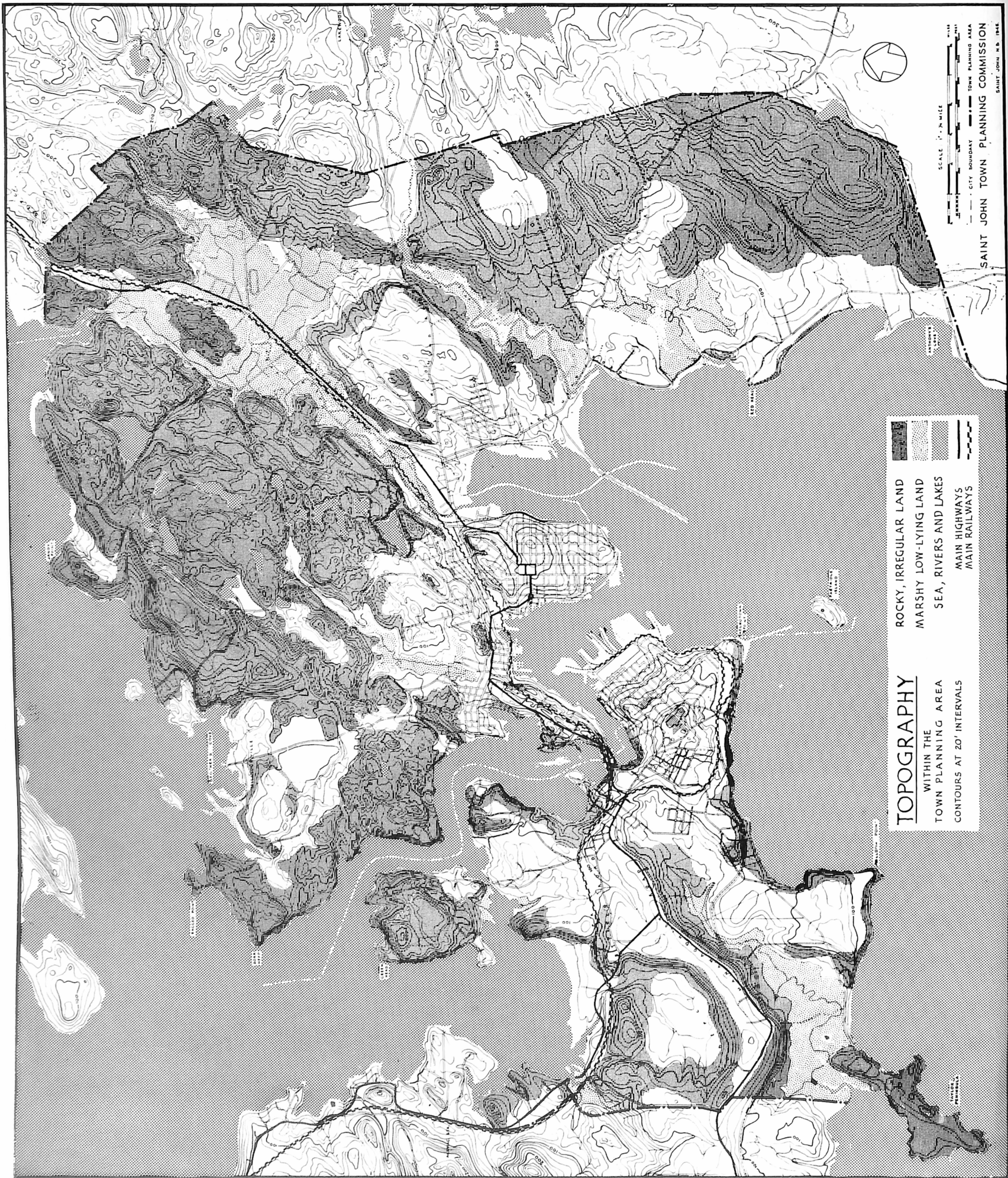
The Old Burial Ground of the Loyalists, adjoining King Square, is wasted even as a park because of the disreputable condition into which the ground itself and its few remaining old headstones have been allowed to sink.

A relatively small sum of money spent on each of these major historical sites would justify the pride of the local citizens and give the visitor cause to stop. Each could be made truly attractive as a civic beauty spot.

Other sites which require similar attention are those of Fort Dufferin, the Fort at Red Head, and the Martello Tower on the West Side.

The County Court House, with its unusual staircase, is perhaps the only historical building of architectural interest.





THIS MAP  
ILLUS-  
TRATES  
THE  
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AND THE  
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LAND.

## GEOGRAPHY AND TOPOGRAPHY

ON THE Bay of Fundy, at the mouth of the Saint John River, the City of Saint John centers about a peninsula roughly a mile and a quarter long and three-quarters of a mile wide. On the east of it lie the muddy tidal flats of Courtenay Bay into which runs Marsh Creek draining a low lying area set between irregular rock out-croppings and extending about three miles to the northeast. This flat ground, much of it less than five feet above high tide, was probably the original course of the Kennebecasis River which now enters the Saint John some five miles above its outlet. The Marsh Creek valley, and a similar formation a mile or two southeast of it through which flows another stream known as "Little River" entering the Bay of Fundy just below Courtenay Bay, are soft ground, frequently swampy, and liable to flooding. The main highway and railway line from the east follow the general direction of Marsh Creek, and the creek itself forms the eastern City boundary for the greater part of its length.

On the west the central City peninsula is bounded by the harbour at the mouth of the Saint John River, across which lies West Saint John, a part of the City. The river, below the point at which the Kennebecasis enters it from the east, flows through a narrow winding gorge, widens out and contracts again to form the famous Reversing Falls at its narrowest point just before its final turn eastward into the harbour. The Kennebecasis forms the northern limit of the City and the western boundary follows the Saint John down to the Falls whence it cuts arbitrarily southeast to strike the Bay of Fundy at Negro-town Point.

East of Courtenay Bay the land slopes gradually back and is rocky though comparatively even. Three miles from the Bay it falls again to Glen Falls, at the junction of the Marsh Creek and Little River Valleys, beyond which it rises to a back country of rocky irregular hills interspersed with lakes. Eight miles from the city to the east lies the only piece of reasonably level land, probably within twenty miles, of sufficient area to meet the requirements of a large modern airport. In the same area is the main city water source at Loch Lomond.

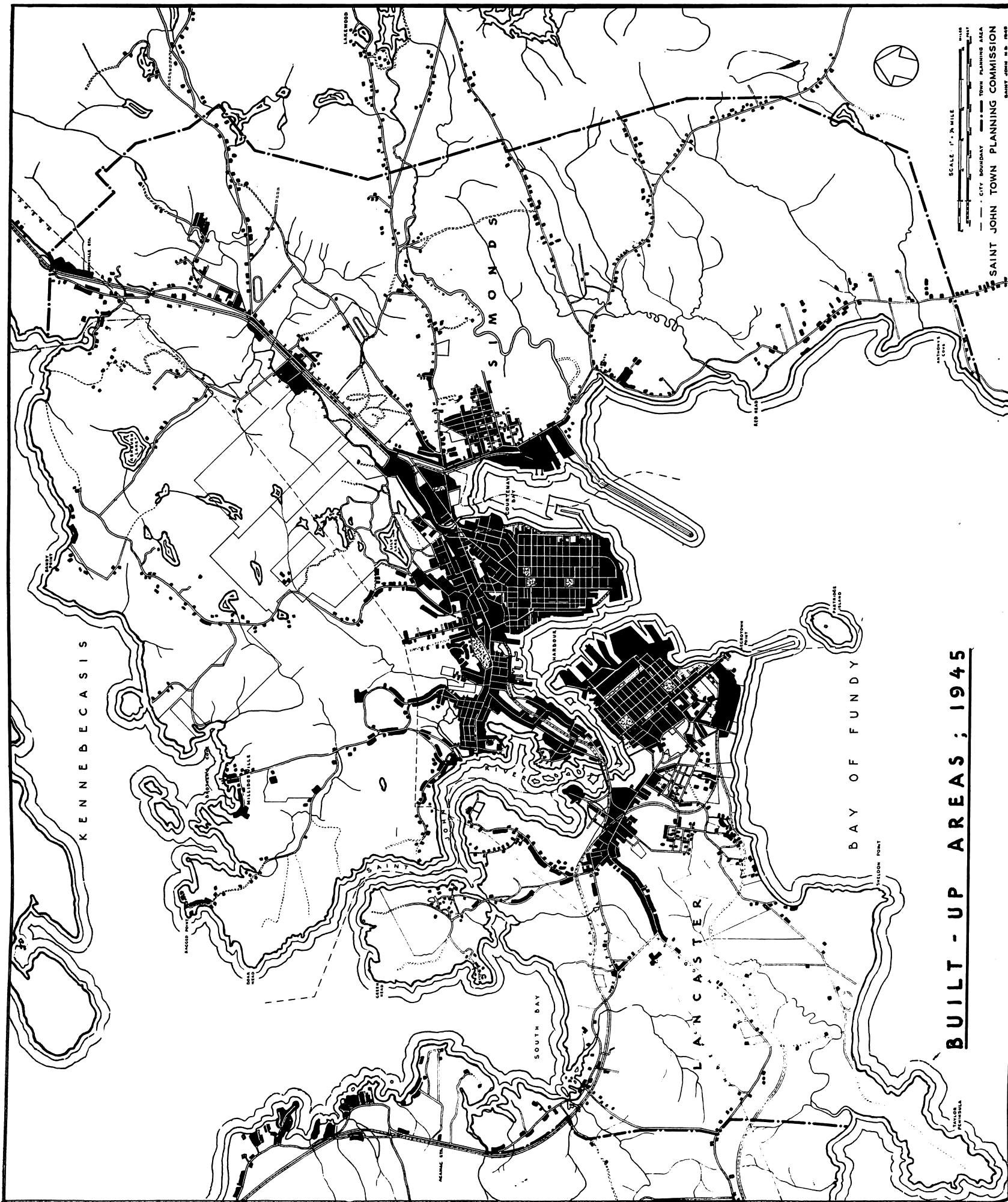
The central city peninsula rises irregularly to a height of 130 feet above sea level, with a comparatively sharp change in altitude occurring a half mile from the point, and cutting diagonally across to form a natural demarcation in spite of the street grid-iron which ignores it. At

the base of the peninsula is a steep drop to a narrow valley running between the head of the harbour and the head of Courtenay Bay. This is a low silt filled valley which once cut the peninsula off from the mainland, as undoubtedly the peninsula was once an island. Through the valley the main railway line runs, and northward beyond it a steep escarpment, in places almost a cliff, rises to a height again of about 130 feet, forming a ridge which is a continuation of the rocky side of the Marsh Creek Valley, and which extends westward to the Saint John River and into a narrow peninsula running southerly to the Reversing Falls. The land becomes increasingly more irregular northward to the Kennebecasis River, and with the exception of a low and gently sloping area roughly a mile square near its shore, and a smaller area of fairly even land immediately north of the escarpment, it is characterized by steep rocky hills and ridges, interspersed with pockets frequently filled with boggy soil and with small lakes.

West of the Saint John River the land is less irregular though generally very hilly. Most of this area, in the Parish of Lancaster, is a glacial deposit of coarse gravel and clay; but extending back from the harbour, beyond what was a low tidal flat where the main docks are located, West Saint John rises irregularly to the west in formations similar to those north of the City.

The west bank of the river above the Falls, including a peninsula formed by the main stream and South Bay is also rocky and hilly. A sharp ridge runs midway between South Bay and the Bay of Fundy, and provides the route for the main highway to the United States. North of this ridge the land is drained through a gentle valley to South Bay which is skirted by the main railway line and highway to the northwest. South of the ridge, and bounded by the coast, is a low valley draining westward to the Bay of Fundy at Taylor's Peninsula some three and a half miles southwest of the Reversing Falls.

Most of the northern area of the City toward the Kennebecasis is wooded, and the same is true of the land in the Parishes beyond, approximately a three mile radius. The more central areas have been cleared and are today very sparsely treed. The built up areas, most probably wooded at one time, are now in fact badly in need of trees. There is virtually no agricultural land within a ten mile radius of the City.



# **BUILT - UP AREAS ; 1945**

ATTENUATED  
RIBBON  
DEVELOP-  
MENT  
CONNECTS  
THE THREE  
MAIN  
GROUPINGS  
AND  
EXTENDS  
BEYOND  
ALONG  
ROADS AND  
HIGHWAYS.



## Climate

The temperature in the Saint John area averages 62° in the summer months, 20° F in winter; with the highest and lowest recorded temperatures 93° and -21° respectively. Sunshine varies from 70 hours during the month of November to 300 hours in June. Fog is common particularly

during May. Rainfall averages 42 inches annually. The average tide rise is 22 feet, with high tides at about 28 feet. The tide runs above the Reversing Falls and up the Saint John and Kennebecasis Rivers. The prevailing winter wind is west-northwest, and the prevailing summer wind is east-southeast.



Housing on the Manawagonish Road — one of the newer residential areas.





## SERVICES

**Water supply:** The main source of water for all the area east of the Saint John River is Loch Lomond, ten miles east of the City. There is a potential volume of 24,000,000 gallons a day with existing storage, the present pipe lines having a maximum capacity of 18,000,000 gallons. The average daily consumption in 1944 was 16,980,000 gallons. The source elevation is 300 feet above mean sea level, but due to pipe line sizes serving high sections of the City and to excessive leakage which should be remedied, the pressure at some points is barely adequate, and it is sometimes necessary to cut off portions of the system to raise necessary pressure for fire fighting. Practically all developed parts of the City and of East Saint John are served with water. West Saint John and the serviced portions of Lancaster, that is Fairville, Lancaster Heights, Beaconsfield and Manawagonish Road, receive their supply from Spruce Lake, some six miles to the west. The potential supply is 11,000,000 gallons daily. Consumption is now at 9,340,000 gallons, of which 6,600,000 gallons are used by the Port Royal Pulp Mill. During dry seasons it is frequently necessary to cut down the supply to the Pulp Mill, forcing reduction of its output and thus of its payroll. Unlike the Loch Lomond system, which is entirely gravity, some of the West Side system is pumped through a standpipe situated on Lancaster Avenue.

**Sewerage:** In the City, including West Saint John, is entirely by gravity into tidal water, both above and below the Reversing Falls, without treatment. East Saint John and parts of Lancaster are similarly served, but in the Marsh Creek Valley drainage is slow and the ground often swampy rendering sewage disposal extremely unsatisfactory in the absence of a sewage treatment plant or a

pumping station which should probably be located near the Marsh Bridge to force sewage out into tidal water at low tide (when it now seeps out across the mud flats of Courtenay Bay) and at high tide (when it now remains imprisoned above the Bridge by the aboideau flood gates). The utter inadequacy of the present system can be appreciated in part when it is realized that sewage from areas populated by some 12,000 people now empties untreated into the Marsh Creek, close above the bridge with its water gates, where it sits unflowing for several hours at each tide. (See also "Drainage and Sanitation," page 13).

Another point where sewage has been unsatisfactorily handled is at Spar Cove, where an obsolete sewer has until recently carried surface water from a large drainage area, as well as domestic sewage, to deposit it in a shallow inlet which is above mean water level of the river. On the Town Planning Commission's recommendation in 1945, this situation has now been remedied by a new outfall sewer and the general lowering of Newman Brook, simultaneously handling sewage from an anticipated future residential expansion north of Fort Howe, and lowering the water table of the old rifle range and adjacent areas, thus converting them from waste land to areas useful for housing development.

Many parts of Lancaster are served by septic tanks, both private and community, but there is a serious problem in certain sections, notably in Lancaster Vale. East Saint John has one or two bad spots, one being close to the County Hospital. **Both Parishes are in need of a comprehensive long range sewerage plan if they are to remedy existing conditions, let alone provide for future expansion of population or industry.**

# POPULATION

**A**NY estimate of future population is at best a matter of guess-work based on available statistics and a good deal of assumption. The fewer the available statistics and the greater degree of assumption necessary, the less reliable will be the estimate.

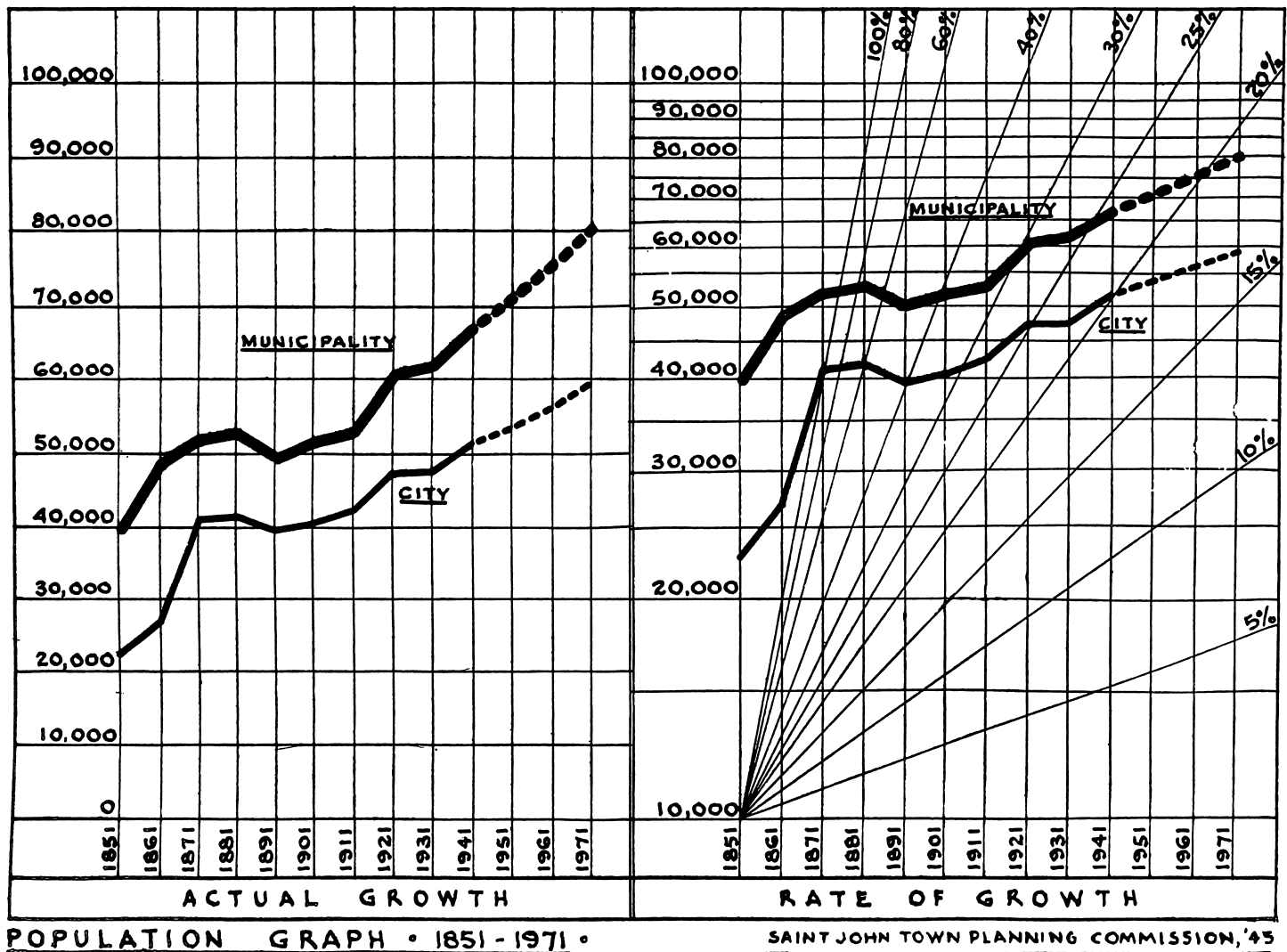
Saint John population figures and vital statistics have not yet been available broken down into necessary detail. For instance, births and deaths records show the births and deaths which actually occur in the City, but there is no readily accessible figure to show how many were actually residents of the City or even of the County, and how many came from beyond the County borders. Similarly, there are no known figures for overall population of City or Municipality between the census years, making it impossible to gauge accurately the increase due to wartime

influx, and without knowledge of the actual number of families temporarily resident in the area it is impossible to determine what percentage of the sharply increased City birth rate should be considered as effecting the permanent population.\*

**Past Growth:** The Saint John metropolitan area, with a 1941 census population of 65,784, is the twelfth largest of the "greater cities" of Canada.† The City proper with 51,741 population is the 15th largest city.

\* Lack of accurate statistics is still a handicap to the work of this Commission a year after the preliminary report was written. It is recommended that the City and Parishes take steps to have vital and other statistics and records properly kept.

† "Greater City" implies those with well-defined dependent communities beyond the city boundaries.



Dotted line shows estimated future growth as a basis for planning.



78.7% of the total population lives in the City, and 21.3% in the fringe area. The City proper increased by 8.9% between 1931 and 1941 while the fringe area grew 25.4%, almost three times as fast, for an average growth of 12.0%, the fifth largest increase of the twelve "greater cities."

While almost four-fifths of the total population lives in the City proper (the fifth largest such ratio in the twelve greater cities) nevertheless the relative growth of the fringe area in the ten years was the fourth largest of the group, and about three times the City growth rate.

Analyzing these facts, one is led to suspect that much of the population growth between 1931 and 1941 took place in the last two years of the period, that is to say, since World War II began, although estimates of population in between census years does not entirely support this. Comparing the percentage growths given above with those of the preceding decade, one finds that between 1921 and 1931 the City proper grew by only 0.7% while the fringe area actually decreased slightly, resulting in the lowest overall increase rate for any decade since 1881-1891 when the population decreased. Again, of the twenty-seven Canadian cities of over 30,000 population, only seven grew more between 1931 and 1941 than they did in the preceding decade; they were Halifax, Saint John, Sherbrooke, Ottawa, Brantford, Kingston and Victoria.

Going back still further, one finds that this municipality's most rapid expansion since 1851-61, when it grew 27.2% overall, was between 1911 and 1921 — another war decade, with a growth of 13.3% overall, when the City also had its most rapid increase of 10.9%. These four last census figures thus indicate rapid growth during the World War I decade, very little during the boom decade to 1931 when the majority of Canadian cities grew rapidly; and again fairly rapid growth over the depression decade running into the first two years of World War II, when most other cities' growth dropped off considerably.

**Estimate of Future Growth:** Future population will be largely dependent on employment opportunity. It is understood that some post-war employment survey has been made by the Dominion Government, but so far it has not been made available. Employment will itself depend on such indefinite factors as Canada's overall economy, on the success of present plans to develop Provincial resources, on Canadian immigration, and on local initiative and facilities.

At the same time it should not be forgotten that less tangible factors will affect the population. Civic amenities and particularly standards of housing and general living conditions will certainly have some influence on influx and exodus of population. In this regard Saint John is in some ways at the most critical period of its history. As many of its young men and women return home from wartime service abroad or in other parts of Canada, having

seen other cities and being thus able for the first time to view their home town objectively and with a critical eye, it is of the utmost urgency that they be satisfied, if not that Saint John is as good a place to live and work as other cities, at least that determined steps are being taken by those in authority to make it so in the shortest possible time.

It is not unreasonable to assume that any post-war falling off of employment in heavy industry and port and shipping work will, in time, be balanced by an increase in employment in industries based on the raw materials of the Province. Forest products, fishing products and agricultural products are likely to be more thoroughly exploited than ever before. Also, for a time at least, and whether artificially stimulated or through natural demand, the construction industry may be looked to for an increase in employment. Such conditions would make for a continuation of present levels of employment within the Saint John area and could be considered a "normal" assumption.

A pessimistic assumption would anticipate a sharp drop in overall employment to something approximating pre-war levels. It is not considered that a depression as serious as the early thirties is likely because of probable Dominion and Provincial reconstruction and rehabilitation programs, including construction projects, family allowances, resources development and similar measures.

An optimistic outlook might predict a substantially higher level of employment than at present, based on Canadian foreign trade, especially with Europe and South America, well above pre-war volume; on a highly successful development of regional natural resources coupled with additional electric power and success in locating new secondary industries in the Saint John area; and on an intensive local public works program.

The following table shows an approximate survey of present employment figures by occupation groups, together with an estimate of the three possible post-war trends.

Occupation Group	Approximate Wartime Employment*	Approximate Post-War Employment, 1960		
		"Normal"	"Pessimistic"	"Optimistic"
Business and Finance . . .	450	500	400	500
Construction . . . . .	1290	2000	1500	2500
Foodstuffs, Beverages . . .	1200	1500	1300	2500
Heavy Industries . . . . .	1700	900	800	1500
Dry Dock . . . . .	1230	600	500	1000
Light Industries . . . . .	1170	1500	1000	1750
Port and Shipping . . . . .	4700	4000	3500	5400
Retail and Wholesale . . .	5600	5750	5000	6000
Transportation, Commun- ication . . . . .	1650	1750	1500	1800
Wood Products . . . . .	775	1200	700	2500
Government . . . . .	1600	1500	1400	1750
Professional and Small Business (less than 5 employees) . . . . .	3635	3800	3000	4500
	25000	25000	20600	30800

\* Compiled from National Selective Service figures for businesses employing five persons or more.

An employment level after the war equivalent to that during wartime would presumably support a larger population, say 70,000, as certain categories of war workers, such as women, high school students and those above normal working age, take up their normal pursuits, thus reducing the ratio of workers to overall population. An employment level 10% below wartime figures, by a similar reasoning, might be expected to successfully support a population at least as high as in 1941. A 10% increase in employment, on an "optimistic" basis might, again, support a 10% to 15% increase in population.

Economists predict a gradual increase in the workers to population ratio, however, meaning that more jobs will be required in future years for a given number of people. At the same time Canada's reproduction rate is less than one, and points to a "slow down" in the rate of population growth generally — not reckoning the extraneous and unpredictable factor of immigration.

Examining birth and death figures over twenty years, and allowing an assumed figure for those which did not belong in the urban area, and comparing the natural increase with overall increase in population, it is apparent that there have been, during the period, more people moving out of the area than into it. The exodus between 1931 and 1941 was much less than during the previous decade following World War 1.

Assuming less incentive to leave Saint John for employment in other centres in the post-war years, on the basis of a general policy of industrial decentralization from Central Canada, and of an increase over pre-war employment opportunity here, and also allowing that a substantial proportion of the high birth figures during war years is accounted for by permanent residents, a considerable increase in population at the 1951 census may be reasonably expected. Thus it may not be far out to estimate a 10% increase over the 1941 census, which would mean about 72,000 people in the city and fringe area. To be conservative, however, since the 1941 figure of 65,784 represented a 12% increase over 1931, and may have been high due to two years of war influx, assume a 5% rise and the 1951 figure would be 69,000. If growth then continues at 5% per decade, which is less than the average per decade for the last hundred years, one may expect a population in 1971 of 76,000; or, in other words, an increase over 1941 of roughly 11,000 persons twenty-five years hence. This is the figure which has been taken as a basis in determining probable needs for new development areas.

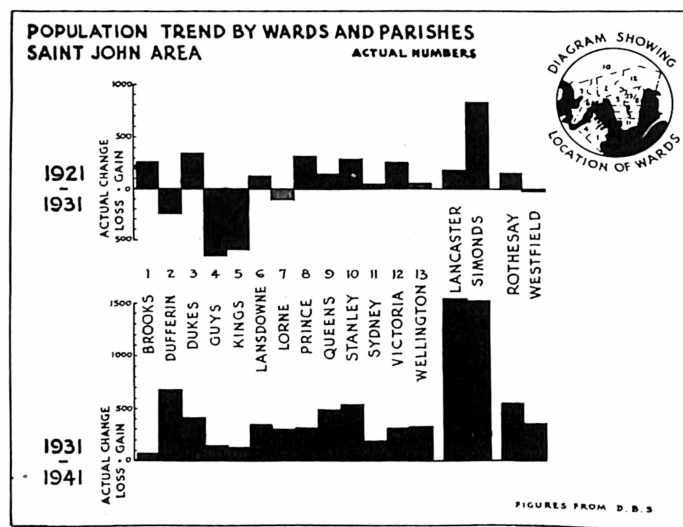
**Overcrowding†:** Analyzing the population distribution of the City proper, one finds that serious overcrowding exists, due chiefly to topography, although badly overcrowded slums are concentrated in relatively small areas.

† "Overcrowding" here refers to use of land, not buildings. The predominance in Saint John of residential buildings of only three storeys reduces the figure at which overcrowding begins as compared with communities where the average residential building is higher.

The two predominant slum areas; one south of Main Street and Rockland Road, from Harrison to Millidge Street; the other between Waterloo, Richmond, Union Streets and Courtenay Bay, have densities of 72,000 and 75,000 per square mile respectively. With the exception of the Douglas Avenue peninsula and the Mount Pleasant Cranston Avenue and Dufferin Street areas, which are only in process of development, overcrowding (more than about 35,000 people per square mile), in the main part of the City, is general when allowance is made for non-residential buildings and "unbuildable" land.

It is estimated that the city proper should be thinned out by redistributing about 10,000 people, the majority into new areas.

## Population Trend

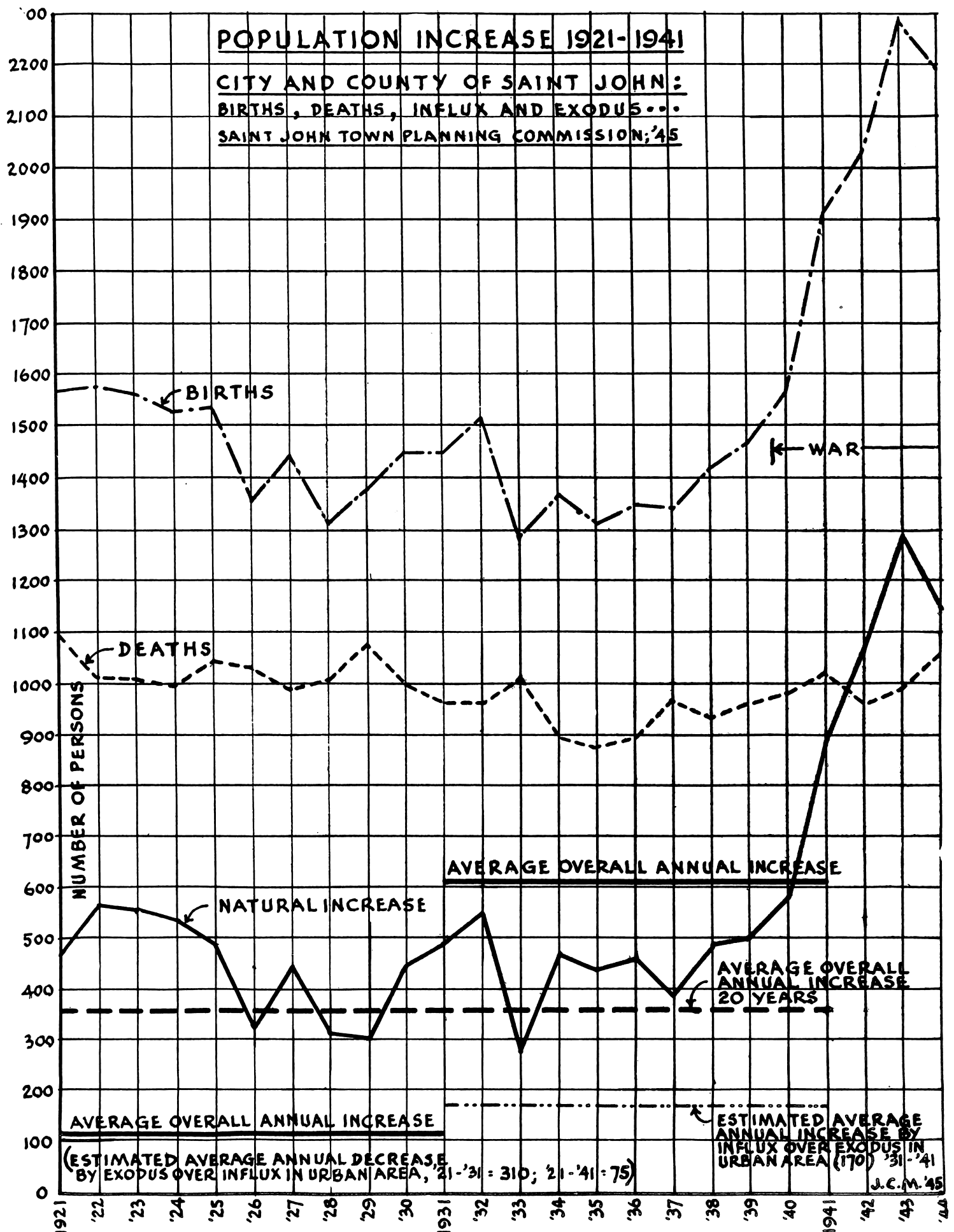


The relative figures for increase rate in the City and Parishes indicate the trend away from the central part of the urban area. The increase rate in Rothesay and Westfield Parishes of Kings County\* is a further indication of the same trend, since these areas consist of dormitory villages whose population generally earns its living in the city. There are in the neighbourhood of 1000 persons commuting daily in wintertime from these two districts, which are becoming more popular due chiefly, it is believed, to the lack of desirable living conditions in the urban area. It is possible to travel to the city from points ten miles or more along the two rivers in the same time required to

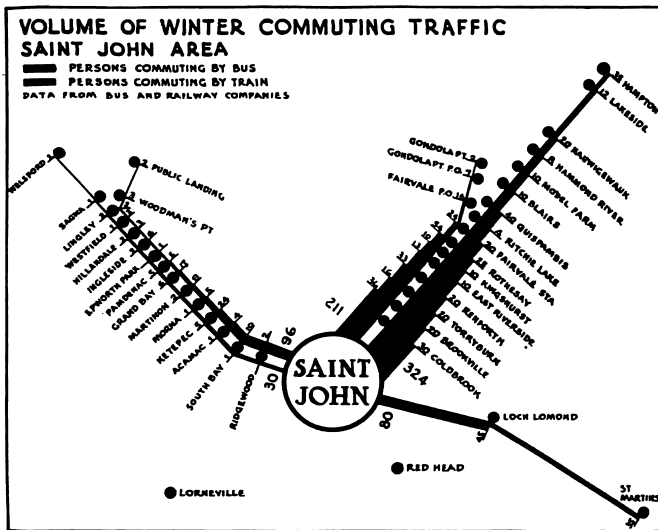
	1921	1931	1941
Rothsay Parish.....	1657	1828	2367
Westfield Parish.....	1040	1024	1364

Recent house construction, particularly in Rothesay Parish, indicates an increasing trend out of the city into ribbon developments along the railway and highway — obviously harmful to the community at large from the social point of view as well as economically.





reach the central city from West Saint John. Many people commute from as far as Hampton and Norton — thirty miles away.



## Other Statistics

Further population statistics for the City show that in 1941 about 44% of the population was under 25 years of age, as against 51% for the Province; and about 49% in the "productive" ages from 25 to 65, as against about 42% for the Province; 54% was single, 46% married; male to female ratio was 49% to 51%; 86% were of Anglo-Saxon origin, 8% of French; 64% were of Protestant faith, 33% of Roman Catholic.

Development of desirable residential sites within the urban area, and elimination of some of the disadvantages of living in Saint John, would go far to check this dispersing trend to the benefit of all concerned.



## SLUM CLEARANCE AND REDEVELOPMENT AREAS

**T**HERE is a very large number of dwellings throughout the City, and even in the two Parishes, which might be considered as sub-standard, or obsolete, or generally in need of replacement, but the worst slum conditions are concentrated in two main areas. Both of these areas were included in the City Assessor and Building Inspector report on housing conditions prepared in 1944, and according to the findings of that report half the dwellings surveyed should be demolished, while over four-fifths of them are definitely sub-standard in their present condition.

The first of these areas and possibly the worst may be approximately defined as lying south of Main Street from Harrison eastward to Long Wharf, plus the triangle between Main, Rockland Road and Millidge Street and a strip to the northward including both sides of Somerset Street.

In this area there are approximately 5000 persons according to Dominion Census Bureau figures, with an average overall density of about ninety persons per gross acre, or about 123 persons per net acre.

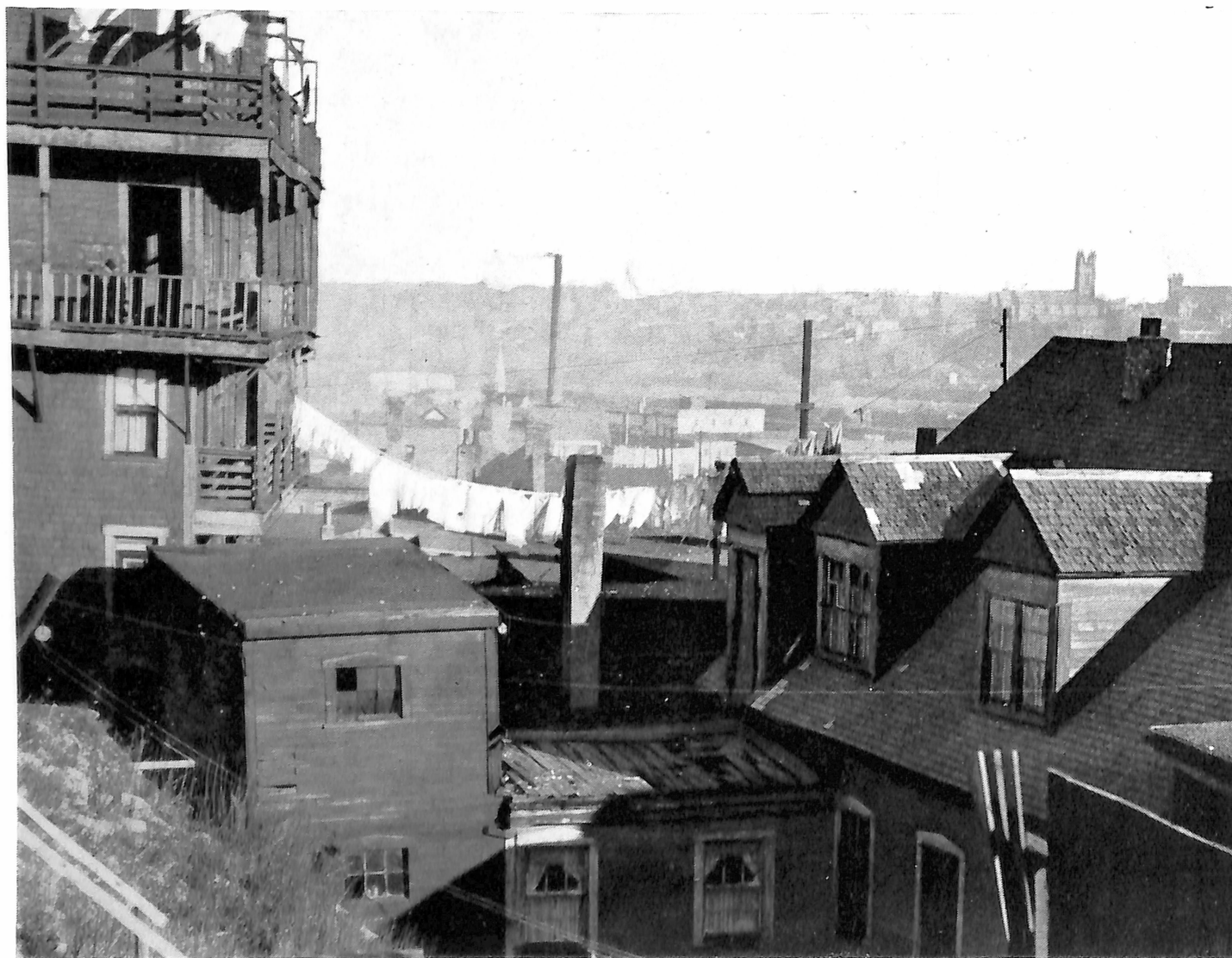


The rear of tenements along the south side of Main Street: two or three storeys high in front, five or six behind, these uninterrupted rows of obsolete dwellings present a frightful fire hazard as well as abysmal living conditions.

These figures of density possibly do not show extraordinary conditions in comparison with other cities, and normally it might be expected that perhaps half of the present population of the area could be rehoused in it, in three-storey apartments or group houses, at a density of sixty persons per net acre and allowing something for other than residential buildings.

Certain factors, however, make it undesirable to rehouse more than a small fraction of the present population within the limits of the area. In the first place the triangle between Rockland Road, Main Street and Millidge Street is rocky and precipitous, and the south side of Main Street between Long Wharf and Portland, and again between Simonds and Harrison is too sharp a drop to make residential building desirable. Secondly, the low-lying ground adjacent to the C.P.R. tracks at Hilyard Street is adaptable and will be required for industrial use and should

be reserved for it, especially since housing so close to railway and docks is not to be recommended. Thirdly, traffic conditions as described in another section (See page 59) make a roadway connecting Main Street at Rockland Road with Chesley Street at the C.P.R. underpass a definite need. This link would isolate the remaining higher ground in the vicinity of Simonds, Chapel and High Streets, and make it undesirable for dwellings. It should be developed as an expansion of the green strip along the proposed link and turned into a park in which, for a time at least, would stand Portland United Church and in which could be located the frequently proposed restoration of Fort La Tour, which originally stood on or near this spot. This would serve not only as a tremendous improvement to the appearance of this section of the city, but would act as a useful buffer between new industrial development adjoining the railway and the land beyond. Similarly,



Immediately below Rockland Road, on a steep hillside facing the harbour are some of the worst slums in the city. The site should be cleared and developed as a park to extend Fort Howe Park southward.



development of an artery running north from Mill Street onto Somerset (see Traffic Circulation System, page 56), would remove Somerset as a residential street, and at the same time would remove a development, which, though not of high density, may be included in the slum category.

Such alterations to the area in question leave only a relatively small triangle between Main, Harrison and the Chesley-Main Street link for residential development. In view of its segregation from other residential areas, schools, etc., by Main Street and Douglas Avenue, this triangular area should desirably be developed for apartments for family units having no school age children, and laid out in such a way as to take advantage of existing services and to leave adequate open space around the buildings.

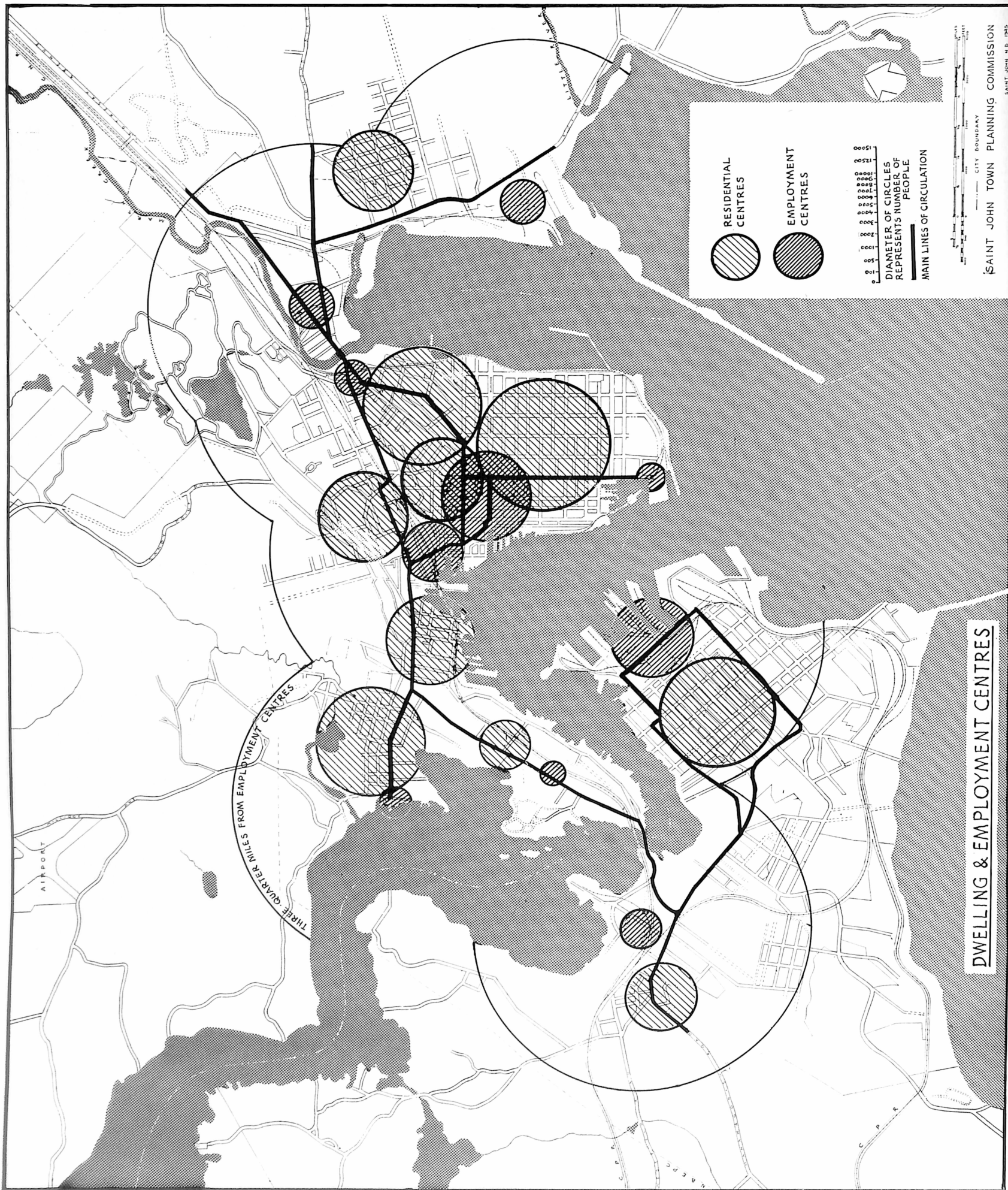
The area between Main, Rockland and Millidge Streets,

being unsuitable for any building development by reason of its steep rocky slope, and at the same time being visible from many parts of the city, should logically be reserved as open space, landscaped as an extension downwards of Fort Howe Park. This would permit the use of Rockland Road and Main Street as heavy traffic streets running unobstructed through open park, thus tending to improve traffic conditions at this critical point near the heart of the city and at the same time presenting a fine hillside park to the view of all.

Both sides of Main Street from Mill Street to Douglas Avenue present an appalling fire hazard. Wooden structures without a break except for the few intersecting streets are inaccessible to firefighting equipment from the rear due to the virtual cliffside along which the street runs. This danger alone warrants drastic thinning out.



The rear of tenements in the Prince Edward and Erin Street area showing the dilapidated buildings now being used for housing.





The second major slum and blighted area is that lying in the triangle between Waterloo Street, Union Street, and Courtenay Bay. In this area there were in 1941, according to the Dominion Bureau of Statistics, about 5750 persons. To this may be added the area around Haymarket Square including Delhi and Brindley Streets and the easterly end of City Road, and the area between Gilbert's Lane and Marsh Creek south of the C.N.R., which adds another 1000 persons approximately.

The use of this general area for rehousing is complicated by the heavy traffic on Prince Edward Street, through the centre of it. In order to redevelop the area on sound neighbourhood principles, which it is presumed would be a requirement of the Federal Government in connection with slum clearance grants, traffic arteries should go around rather than through it. Waterloo Street is used extensively at present, though less than Prince Edward Street, but is not suitable as the main artery into the centre of the city from the east due to the gradient at its northeasterly end. Thus Erin Street must be considered as a logical alternative through street. (See Redevelopment Plan, page 44, also Proposed Traffic Plan, page 45).

The diversion of the C.N.R. spur from its present route across Haymarket Square and Erin Street to a route across the Marsh Creek and south of Thorne Avenue to link with the Dry Dock spur, immediately removes the chief present objection to Erin Street as an easy access into the city centre as well as overcoming the obstruction and hazard of the two level crossings of Haymarket Square. The increased use of Erin Street would enable Prince Edward to be abandoned as a through way and would also reduce traffic congestion at the Union-Waterloo and Union-Prince Edward intersections. (See detail plan, page 45).

Assuming then that the area between Waterloo, Erin Streets, Haymarket Square and slightly south of Richmond Street can be replanned to permit suitable rehousing, and the portion east of Erin Street and adjacent to the C.N.R. reserved for industry, it should be possible to accommodate approximately 3000 persons in group houses and three-storey apartments, allowing space for school and playground. This would leave roughly 3750 to be located elsewhere.

Assuming 1000 can be rehoused in the Douglas Avenue-Main Street corner of the first slum area, leaving 4000 to be relocated; and assuming another 1250 persons from the additional slum areas along City Road, Pond, Winter and Celebration Streets; added to the 3750 from Prince Edward Street area, there is a minimum of 9000 people who should be relocated. Including slum dwellers across Marsh Creek, in the North and George Streets area, and in some South End streets which are not suitable for rehousing at their present densities, the figure may be set, in round figures at 10,000.

Area	Present Population	Possible or Desirable Population	To be relocated
Slum Area No. 1: Main Street-Douglas Ave. Cor..	5000	1000	4000
Slum Area No. 2: Waterloo-Union, Courtenay Bay Adjoining Haymarket Square...	5750 1000	3000 ....	3750 ....
City Road, Winter Street, etc.....	1250	.....	1250
Elsewhere (George and North Sts., South End, etc.).....	1000	.....	1000
			10000

Table showing population of slum or undesirable residential areas requiring to be rehoused in new developments.

It is desirable that residential areas, especially for lower income groups, should be located within reasonable walking distance of employment — that is to say within half to three-quarters of a mile. Further than that, some of their income must be used for transportation, and, moreover there is a considerable load added to main arteries and public transport facilities.

Saint John's employment centres, in order of numerical importance, are: 1. Central city business and commercial area; 2. West Side Docks. 3. Main and Mill Street area; 4. East Saint John; 5. Rothesay Avenue — Marsh Creek; 6. Fairville; 7. City Road — Marsh Creek; 8. North End; 9. South End; 10. Douglas Avenue — Chesley Street\*. The map opposite shows the areas roughly within three-quarter miles of these groupings. Within these areas are presently undeveloped sections suitable for residential development to accommodate in the neighbourhood of 10,000, of which about 5000 could be accommodated in the Adelaide Street to Sandy Point Road area. (These figures assume the use of a percentage of multiple dwellings, and will not hold good if the present erroneous policy of erecting only single family houses for the "low rental" group is continued.)

Conservatively, then, one-half of the overcrowded areas in need of clearance could be replaced by new housing development within walking distance of work centres and within the City limits. Another half of the present slum population could be relocated in Milford, Fairville, Beaconsfield and East Saint John, also within three-quarter miles of work centres. Ideally and practically, however, it will not be desirable to rehouse this group of people in concentrated areas, and new neighbourhood developments should cut vertically rather than horizontally, providing various housing types for all income groups. Thus a greater distribution will be more feasible.

\* These groupings, compiled in 1944, may have altered slightly since the termination of the War and the consequent readjustment of employment.

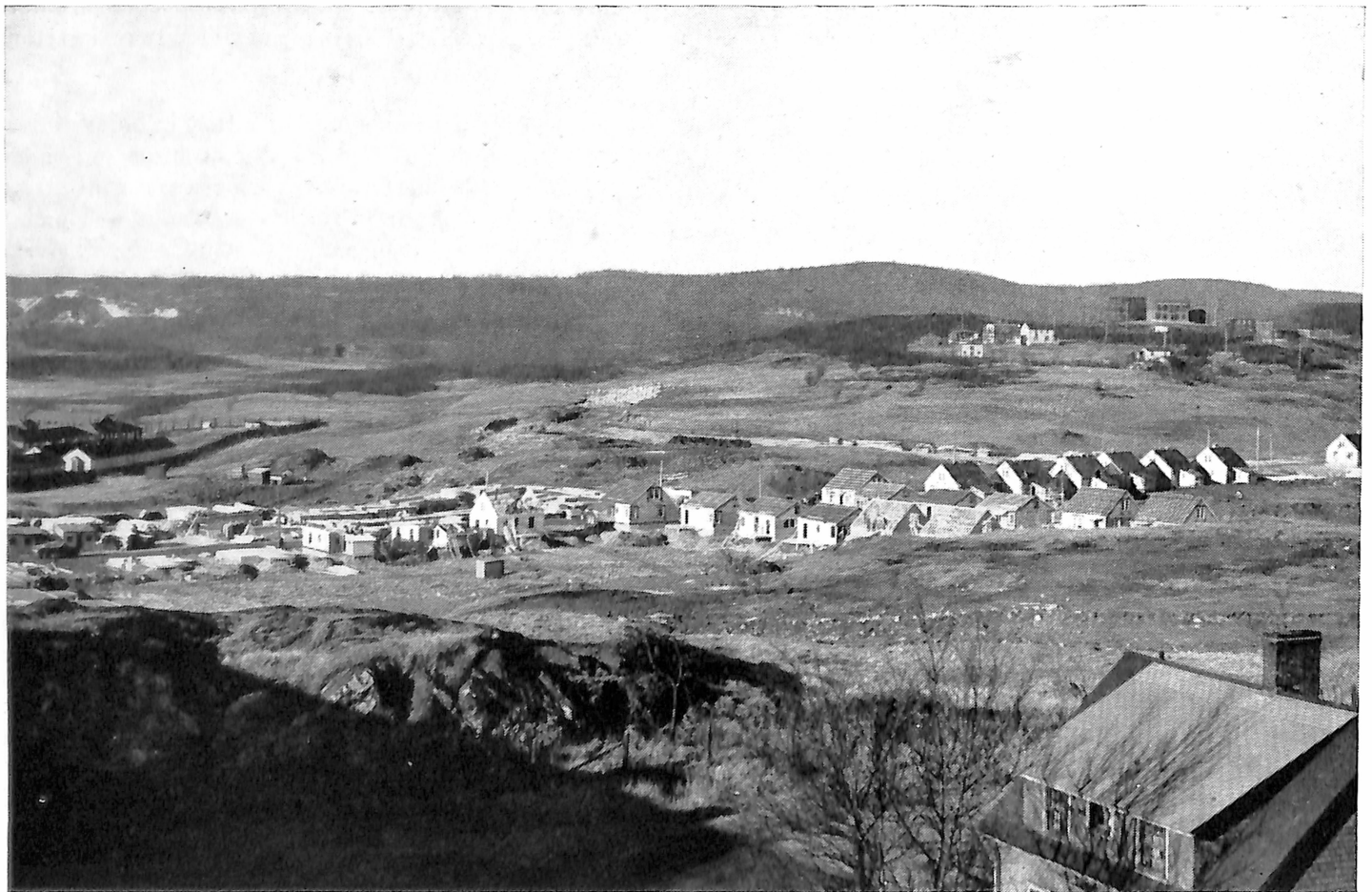
The question as to which of the areas available for low-cost housing should be developed first requires careful consideration. Already the Federal Government has shown signs of activity in connection with the construction of multiple units in the Saint John area — as well as the Wartime Housing units about to be commenced.\*

The urgency of the housing situation can very easily

upset a calculated overall planning scheme. Evidence of this is already apparent in Saint John. The housing and slum clearance program must be considered with the Master Plan, and **it is essential that sites for new Federal or Municipal housing schemes be selected in ample time to prepare them and provide services in advance.** Otherwise, when a construction project is

\* Streets have now been installed by the City, on this Commission's recommendation, on Portland Place, and Wartime Housing Limited is completing construction of 100 single houses on the lower part of this City-owned site. Space for another 150 to 200 private lots is available, with services, on the higher portion of the property. Housing Enterprises Limited, the Government backed corporation set up by the insurance companies, has begun another 100 unit development on Lancaster Heights, in Lancaster Parish. It is regrettable that the type of house being erected there is no improvement architecturally over the wartime government housing, and particularly unfortunate in that it indicates that official housing policy has not yet accepted the advant-

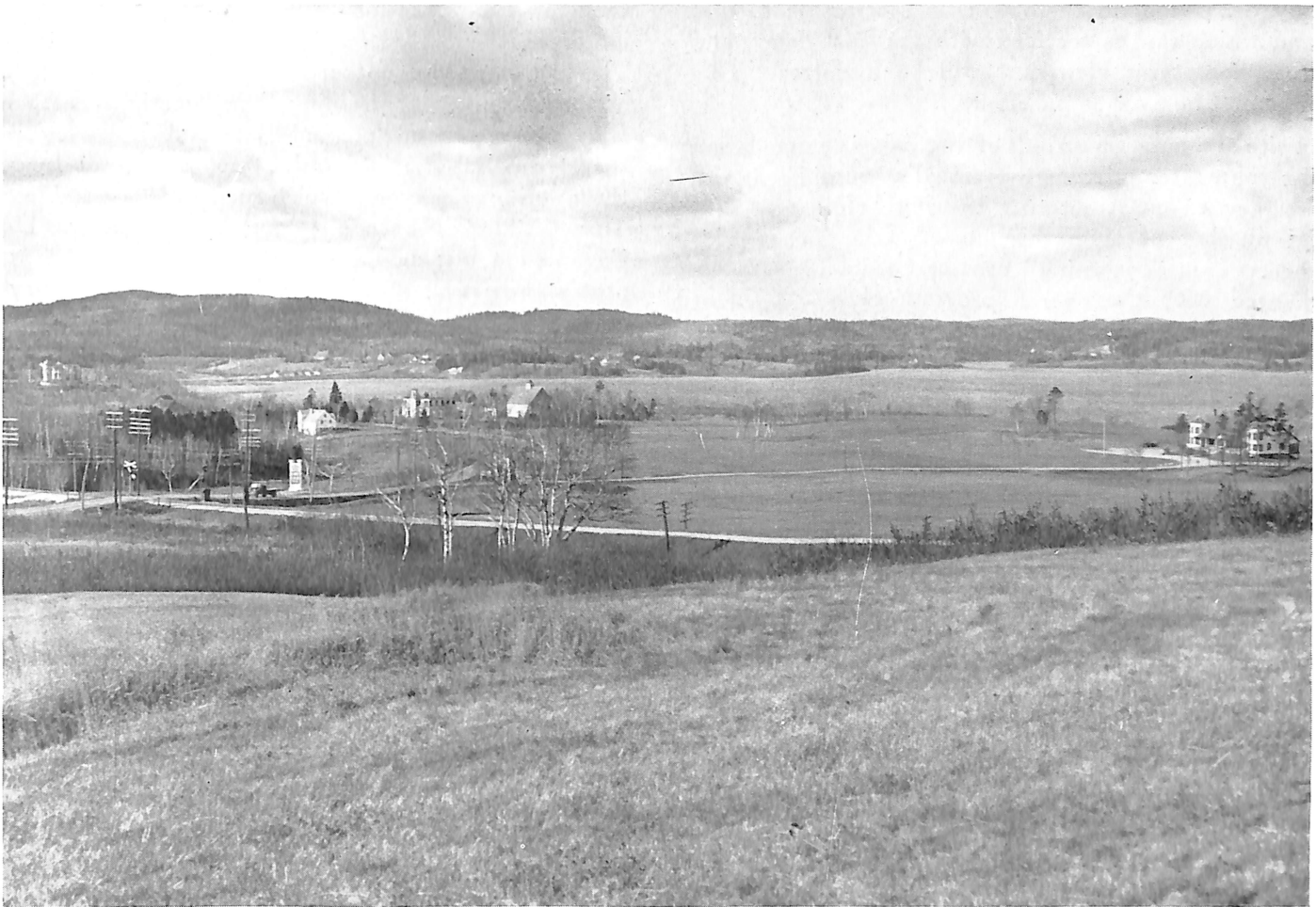
ages of row housing and less traditional plan types and exterior design. Housing Enterprises is also contemplating construction of apartment blocks within built-up parts of the central city. As is argued elsewhere (see page 11) it appears more logical that new residential development for Saint John should be located on land north of the central section than that it should extend present development further west. New apartments in the city centre will be useful, especially if they can be erected with a minimum of displacement of existing population at the present time, and if they are planned well to take advantage of site and to avoid land overcrowding or misuses.



Looking north from the peak of Fort Howe, this photo shows part of a development of 100 Wartime Houses under construction on lower (nearer) portion of city-owned Portland Place. Beyond and to the left is the old Rifle Range, now also owned by the City. This general area is within one-half to one mile of the Union Station and is most suitable for residential development.

The proposed northern access highway would cut about horizontally across this view in the middle distance, entering the rugged ground beyond at the Lime Kiln seen in the left background. This development has now been increased to include 250 dwellings.





Looking north toward South Bay on the Saint John River. The desirable land in the middle foreground, once a golf course, has been acquired by the Federal Government for a Veterans' Hospital.



Drury Cove, Saint John.



Dominion Park, Saint John

suddenly decided upon there will be a scramble to find any land which can be serviced with the least delay, and the broad long-term viewpoint will be forgotten. This danger cannot be over-emphasized.

In spite of a possible surplus of dwelling accommodation in Saint John after wartime overcrowding subsides, it will be necessary to construct new housing before any substantial number of slum dwellings can be vacated for clearance. This "decanting" process should logically be co-ordinated with the overall program of new low-cost housing developments, on new land, which it has been shown will be required to accommodate the surplus from overcrowded areas and slum areas unsuitable for rehousing. There is no land at present provided with essential services which can be used for new housing without clearing existing buildings or without sacrificing space needed for other functions. The use of Army huts or other temporary accommodation as a solution either for the immediate overcrowding problem, or for decanting in the future, is a most unfortunate expedient fraught with danger.

As has already been pointed out, any immediate residential increase whether in East Saint John or on the West Side will add to the traffic and transportation problems. Development in these directions is certainly desirable in

the long run, but until the circulation system can be improved it would appear logical to seek sites to the north. The first step must be a survey of the land available and of the feasibility of draining those portions, such as the Rifle Range, part of Portland Place and the valley beyond the Hydro Sub-Station, which are at present boggy, by the lowering of the sewer which runs under Adelaide Street. This has already been put in the hands of the Housing Commission, but should not be delayed, since the draining process will itself require considerable time before these areas can be used for building.†

Meanwhile, there is land on Portland Place, and more land east of Millidge Avenue which should be suitable for multiple housing — especially apartments. A new local bus route must be planned as a part of the residential development of these areas.

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† The suggestion made by this Commission to lower the Newman Brook culvert and the sewer under Adelaide Street, after thorough survey, was adopted and the work is now nearly completed; the old sewer to Spar Cove has been replaced by a new concrete outfall sewer to handle a considerable increase in population of the area served, and the unsanitary condition at Spar Cove will be corrected by extending the new sewer to tide water. It is expected that the old Rifle Range area and land to the northeast of it will dry out during the summer of 1947, providing good building land. The Shamrock Grounds and the lower part of Portland Place will also be improved by this operation.



On the shore of the Kennebecasis River at Millidgeville, only three miles from the City centre, there is offered all the amenities of more distant residential communities plus potential City services.

## HOUSING

**C**ERTAIN factors will tend to make the rehousing problem in Saint John one of considerable difficulty.

Low incomes, high building costs, and high service costs will mean that new housing to replace slum dwellings will require unusually large subsidies, in whatever form subsidies are allowed, or that housing units at much lower costs must be provided. Some figures taken from the report of the Housing and Community Planning Subcommittee of the Dominion's Advisory Committee on Reconstruction will illustrate the situation.

The average value of owned homes in Saint John in 1941, at \$2,294.00, was the lowest in the 27 Canadian cities of over 30,000 population, and represented a decline of 50.1% from 1931 — the sharpest decline in 20 major cities. The average mortgage of \$995.00 was the second lowest. 66% of "medium income" families in Saint John in 1941 were paying less than \$20.00 a month rent, the average rental in this group being \$18.00 which was the lowest of the 12 metropolitan cities by \$3.00 a month. Based on income, however, this class could afford to pay \$19.50 a month — about \$2.00 less than the next lowest income city. In other words, while incomes in the middle bracket were the lowest of the 12 cities (\$1,169.00 average, with 96% below \$1,500.00), rents were more nearly equitable than in all but one of the other 11 cities, only one-third of the group paying disproportionate rent. This fact can only be explained by the obsolete houses occupied by even the middle income group.

In the "low income" group the picture is similar; average annual earnings were second lowest in the list of 12 metropolitan cities; but actual rentals at \$14.00 were the lowest, as was the deviation from desirable rentals — the average family in this group paying \$4.35 a month more than it could afford on the basis of income.

Home values, mortgages and rentals show that, proportionately, **Saint John citizens have the smallest equity in shelter of the 12 metropolitan cities of Canada.** Income levels show that they can afford less for their dwellings than the citizens of the other eleven cities. By 1941 standards, about one-third of the population of Saint John's urban area, some 5100 families could afford to pay, on the average, only \$9.65 a month rent; another third could afford to pay \$19.50.

There are no means yet devised which will provide decent dwellings of any type to rent economically at \$9.65 a month in this country, and even \$19.50 will not pay for adequate dwelling facilities. It is not enough that money be made available by loan to construct new housing, therefore. **The housing must be subsidised.**

There will no doubt be developments, in prefabrication in particular, which will produce lower cost housing units. It is recommended that the Saint John Housing Commission enquire into various such units which may now be on the market in Canada and the United States. They will have to be small minimum houses designed for low-cost rehousing and not for middle-cost summer houses such as some which have already been investigated, for instance. It is further recommended that the Housing Commission take immediate steps to ascertain the proportions of various sizes of dwelling units required — that is to say how many units of two, three, four rooms and so on. This information will be essential the moment a slum clearance program is started.

With the object of cost reduction of dwelling units as well as for the more intensive use of land which is necessary in certain parts of the area, a consideration dealt with elsewhere in this report, it will undoubtedly be desirable to consider the use of apartments of even six stories. Properly designed for orientation, sunlight and surrounding open space as well as efficient servicing, many of the usual objections to such dwelling types, even for families with school-age children, can be overcome.

In any event, if the Saint John housing problem is to be met at all it will be necessary for certain prejudices to be discarded. Row and group housing, apartment blocks and other types unfamiliar to the Saint John citizens will have to be used. Every known method of design for the increase of efficiency and livability and the reduction of cost will have to be enlisted, and architectural ingenuity is of utmost importance. Preconceived notions of what a house should look like will have to be forgotten. Innovations in planning, in accommodation and equipment, and if necessary unconventional (which does not imply ugly) exteriors must be accepted in the interests of economy and efficiency. This will require education of the public as to what con-





Part of the new Multiple Housing Development built and operated by the City at Rockwood Court.



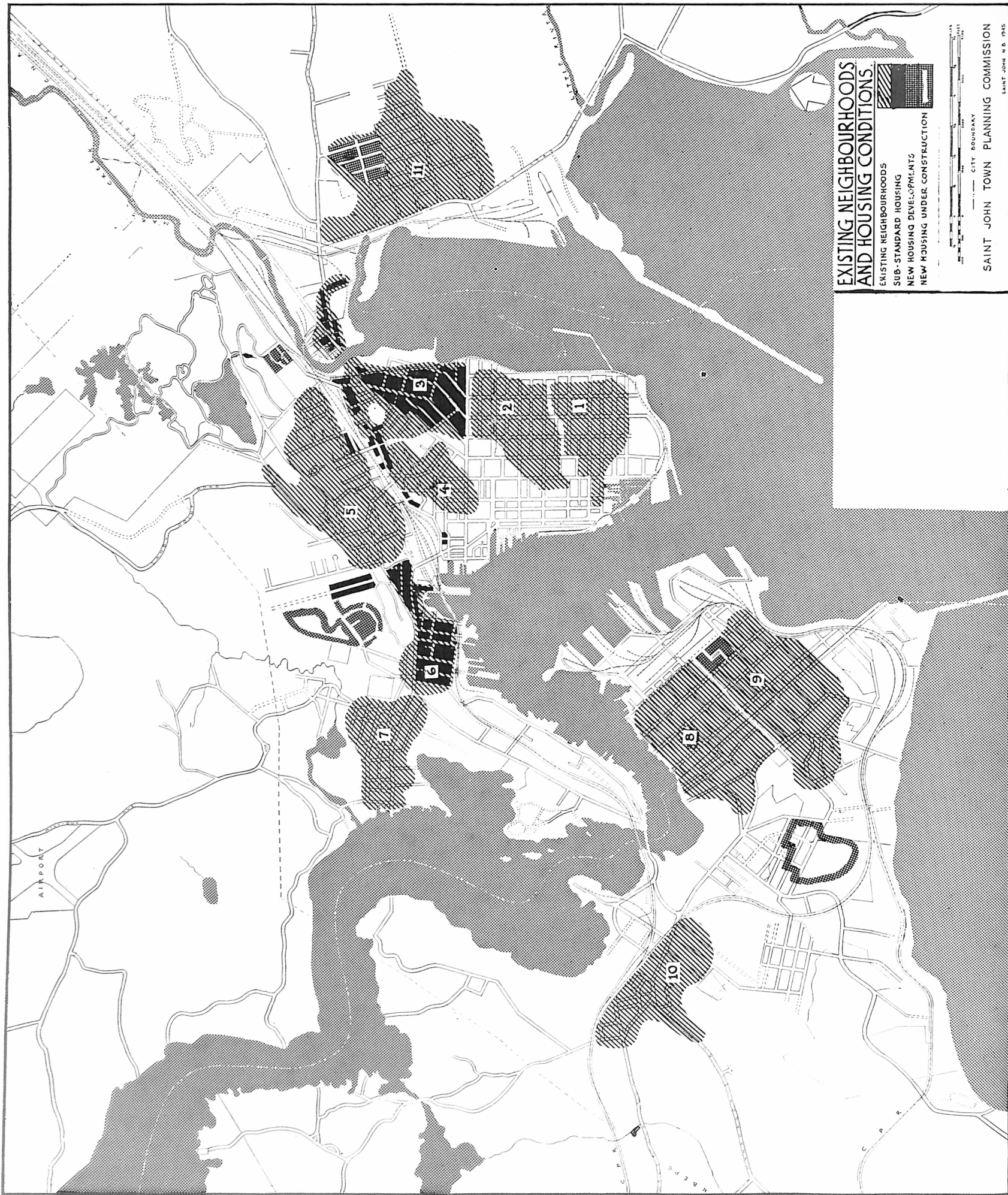
Part of the new Housing Enterprise Development at Fundy Heights.

stitutes good design and good planning. There is an extremely limited appreciation of good architecture in this city, not unexpected in view of the general standard of building design and planning. At the same time the modest character of the majority of buildings should make it easier to introduce the clean and simple planning and appearance of the best contemporary architecture than would be the case in a city possessing more pretentious houses, with their over-ambitious, untasteful, and costly plans and elevations. Modern housing is the only logical way to attempt to meet the housing problem. Good architecture — which means good planning and good structural design as well as pleasing exteriors — is as important to the mental welfare of the people as are sun, space and greenery. Beautiful residential buildings, because of the predominance of dwellings in any community, do more for the overall appearance of it and for the impression it makes on the visitor, than do beautiful public and commercial buildings.

In the case of single and two-family houses, individual planning to meet site conditions is of utmost importance in a district with so few level or even near-level sites. The tendency to select a house plan from a catalogue and then attempt to fit it onto a site is likely, in 99 cases out of 100, to result not only in ugliness, but in considerable unnecessary expense. Without attempting to promote "modern" house design for its own sake, it cannot be denied that conventional plans and elevations can rarely make best use of an irregular lot, and even where the site is flat, questions of orientation, view and optimum use of the rear of the lot will often demand special consideration in the house plan. The public must abandon the notion, for instance, that the living room should be on the street side of the house and the kitchen on the rear. Frequently, especially when the lot is on the south or west side of the street, there are obvious advantages in reversing the

positions. Similarly on sites sloping down from a street, considerable building "cube" can be saved by placing bedrooms downstairs instead of up from the entrance floor. With modern heating equipment and good planning basements are often unnecessary, and thus expense can be avoided in excavating rocky sites, so numerous in the Saint John area. Again, there is no valid reason for placing garages at the rear of a lot, where they cut up available garden space and necessitate long driveways, especially if the house is planned with its service areas toward the street; and it is recommended that consideration be given to modifying the zoning regulations to permit a garage within a few feet of the street line when site conditions warrant.

Altogether, building sites in and around Saint John are strong arguments in favour of an unconventional approach to house design, with efficient functioning and adaptation to land restrictions as the basis, rather than preconceived ideas of exterior appearance or the thoughtless use of stock or standard types. This is another argument for a public architectural clinic service, already recommended to the Common Council, and with sound guidance private house building would go far toward more efficient use of land and economy in construction, as well as more aesthetically pleasing domestic buildings. **With so much new housing ahead, Saint John has the opportunity of changing the dominant character of its residential areas from one of drab ugliness which depresses the visitor consciously and the native subconsciously, to one of architectural quality.** There is no question that such an improvement would result in a mental lift for the residents of the city and a favourable impact on the stranger. Nor is there much doubt that real estate values generally would benefit and that insurance and building loan companies would take a kindlier view of the Saint John market.





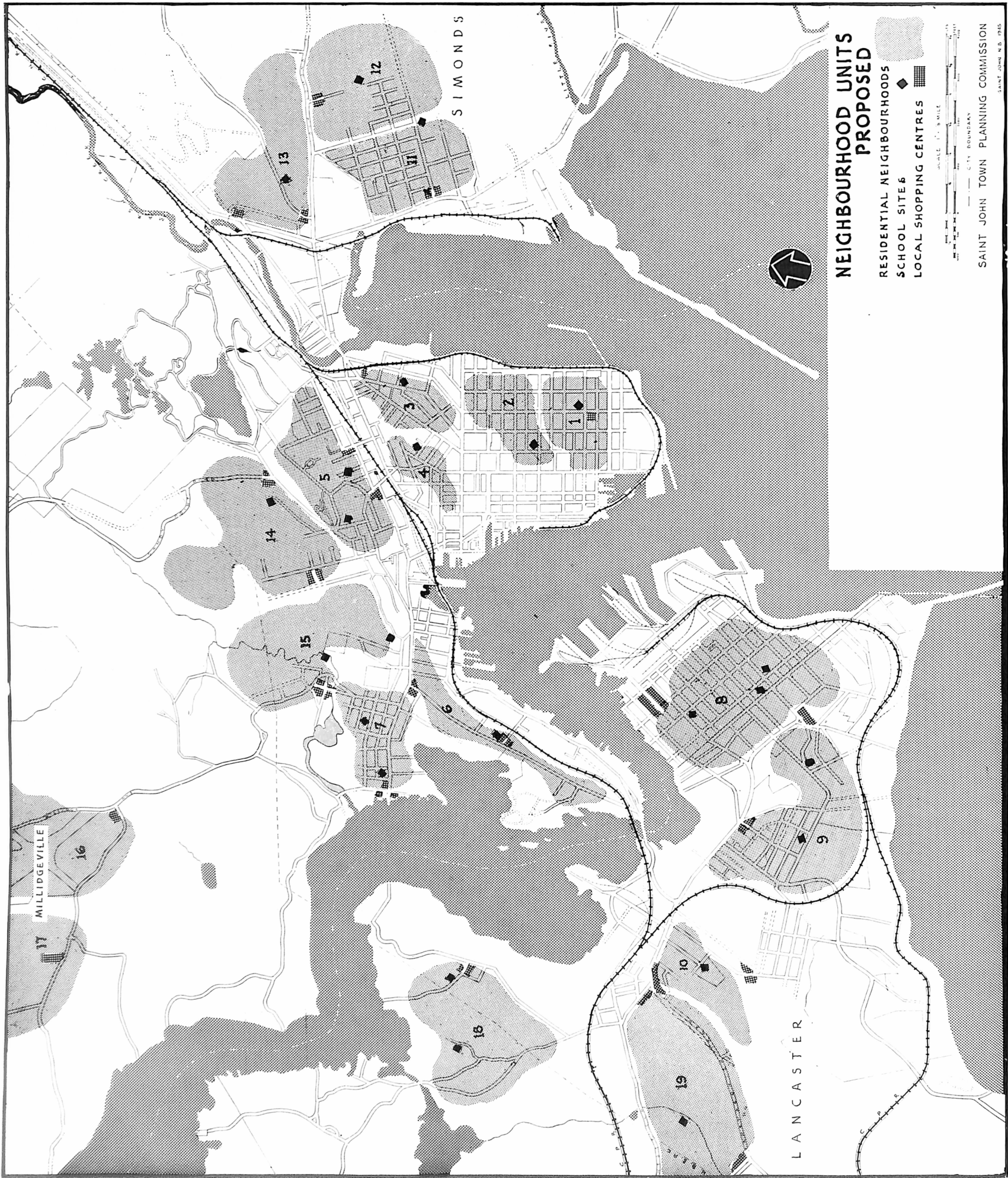
## NEIGHBORHOODS: EXISTING AND FUTURE

**N**ATURAL neighbourhoods are probably more clearly defined in Saint John than is usually the case, again due to the topography together with the effect of past development trends. The object of the Master Plan is to retain existing neighbourhood units where they are well defined and logical; to emphasize neighbourhood limits where they are desirable but not clear; and to provide new units to replace such residential areas as are unsuitable or an obstacle to necessary industrial or commercial uses, and to take care of future population growth.

The urban area contains eleven more or less clearly defined neighbourhoods, excluding outlying subdivisions, such as Glen Falls and others, and straggling ribbon developments such as Sandy Point Road, Millidge Avenue, Manawagonish. They may be described, with their limits, schools, and shopping facilities, as follows:

### Existing Neighbourhoods and their Facilities

1. **South End:** Width of peninsula, northward approximately as far as Queen Square and the change in land elevation.  
Schools: King Edward and Saint John the Baptist.  
Shopping: Scattered small stores (inadequate).
2. **Central:** Higher land north of Queen Square line to Union Street and east of main business and shopping area to Courtenay Bay.  
Schools: Victoria and St. Joseph.  
Shopping: Central shopping district.  
Germain Street is detached from these two units, and is tending to become an apartment house sub-neighbourhood.
3. **Prince Edward – Haymarket:** Waterloo, Union, C.N.R. spur plus east end of City Road and across Marsh Bridge.  
Schools: Centennial, Aberdeen, St. Thomas.  
Shopping: Central shops, Haymarket Square, scattered stores.
4. **Garden Street:** Poorly defined area, northwest of Union and Waterloo to City Road and Pond.  
Schools: Centennial, St. Vincent's.  
Shopping: Central shops and scattered stores.
5. **Mount Pleasant:** Poorly defined area north of railway, including Cranston and Hawthorne, and between Millidge Street and Gilbert's Lane.  
Schools: Winter Street, Holy Trinity.  
Shopping: Scattered shops; Wall Street and Stanley Street (inadequate).
6. **Main Street:** South of Main Street between Long Wharf and Harrison.  
Schools: Dufferin, St. Peter's Boys and St. Peter's Girls (outside area).  
Shopping: Main Street.  
(The triangle between Rockland Road, Main and Millidge might also be included in 6. Lansdowne Avenue and Dufferin Avenue form a detached development, the beginning of a new area).
7. **North End:** From Douglas Avenue and the Shamrock Grounds west to the river.  
Schools: Lorne, Alexandria, St. Peter's.  
Shopping: Bridge Street, Main Street.  
(Millidge Avenue, Pokiok, are detached strips, as is Douglas Avenue with King George School).
8. **West Saint John 1:** Market Place to Tilton's Corner, River to Charlotte Street.  
Schools: New Albert, St. Patrick's.  
Shopping: King Street West.
9. **West Saint John 2:** Charlotte Street south to C.P.R., and west including Martello Tower area and Beaconsfield.  
Schools: LaTour, St. Patrick's, Beaconsfield.  
Shopping: Scattered stores.  
(Note: Charlotte Street is an arbitrary division between 8 and 9 which are not well defined neighbourhoods).
10. **Fairville:** West of Bridge Street, including part of Manawagonish; (basically a ribbon development).  
Schools: Fairville, St. Rose's.  
Shopping: Fairville, Main Street.  
(Lancaster Avenue and Sand Cove Road area is an embryo neighbourhood; has no school, no shops.)
11. **East Saint John:** Scattered development all the way from Loch Lomond Road to County Hospital, poorly defined.  
Schools: East Saint John.  
Shopping: Scattered along Bay View Road.  
(Development at Milford and the Green Head



# NEIGHBOURHOOD UNITS PROPOSED

- RESIDENTIAL NEIGHBOURHOODS
- SCHOOL SITE 6
- LOCAL SHOPPING CENTRES

1" = 1/2 MILE  
CITY BOUNDARY  
SAINT JOHN TOWN PLANNING COMMISSION  
SAINT JOHN N.B. 1945

EACH UNIT  
SELF CON-  
TAINED  
AS TO  
SCHOOLS,  
SHOPS, ETC.,  
AND  
PROTECTED  
FROM  
MAJOR  
TRAFFIC  
ROUTES.

Road, served by Milford and Randolph Schools; and development east of Russell Street to Fernhill Cemetery, served by Woodlawn School, are embryo neighbourhoods both capable of expansion.)

Of these existing neighbourhood units all but No. 6, Main Street, would remain as neighbourhoods under the Master Plan. The Main Street unit, including the portion south-east of Fort Howe, would disappear under slum clearance. The population of the Prince Edward Street neighbourhood will be considerably reduced by the redevelopment scheme to follow slum clearance. New units are added both in the City and the Parishes to accommodate the redistributed population and growth.

### Proposed Neighbourhoods and their Facilities

1. **South End:** It is proposed to reserve for light industry which would tend to expand in the South Cove section if more intensive use is made of the east harbour front, the blocks bounded by Prince William, Queen, Canterbury, St. James, Charlotte, Britain and Sydney. The remainder of the area, bounded on the north by Queen Street, Queen Square and the rising ground obliquely to Duke and Pitt Streets, becomes a residential area, primarily for two-family and multiple units. King Edward School, which will be a new and, it is hoped, thoroughly up-to-date building,\* is taken as the centre. The car barns are removed† and their site linked to the King Edward and St. John the Baptist School playgrounds (which should be consolidated as a single space) by closing Wentworth Street between St. James and Queen. This provides sufficient open space for a neighbourhood recreation ground, as well as standard school playgrounds. The street gridiron is also interrupted at one or two other points for more efficient use of land for housing units, and in one instance to provide a pre-school playlot, but primarily to prevent the use of too many streets as through traffic routes. The northern limit of the neighbourhood is emphasized by closing certain sections of streets which are extremely steep and which are unnecessary to the traffic system. On the eastern edge of the area a park strip, paralleling the proposed belt road and the railway spur, provides a protective

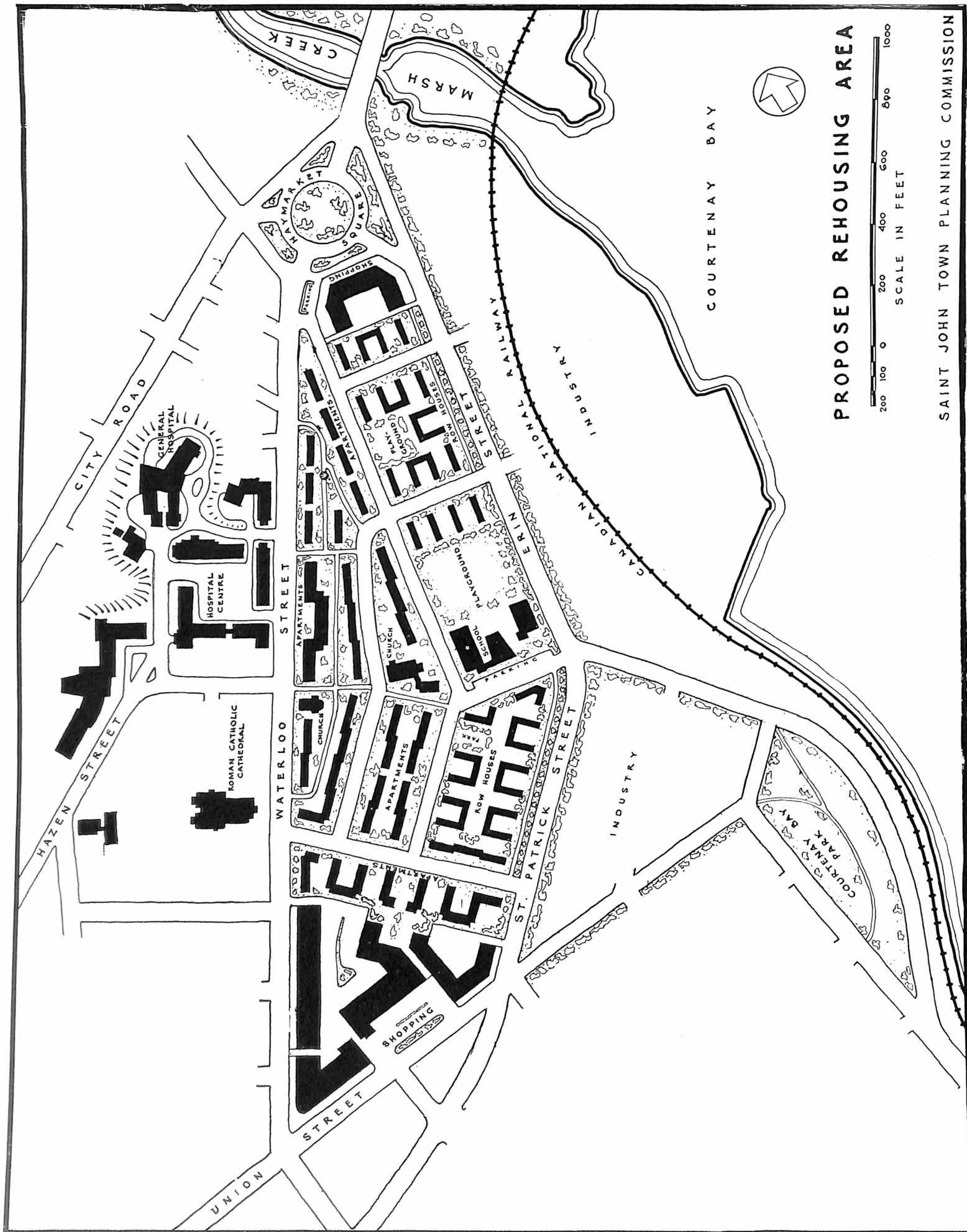
\* Construction of a new King Edward School, to replace the old building destroyed by fire on Christmas Day, 1944, has now commenced after a struggle, led by this Commission, to prevent the use of the obsolete old school's walls which were left standing after the fire.

† This proposal is important and should be pressed at the time street cars are replaced by buses. (See also p. 54 under "Industry.")

screen and a most desirable amenity offering a fine outlook over Courtenay Bay. Above the park would be sited three-storey apartments and similar units are proposed between Broadview and Broad Streets on the southern boundary. Terrace houses are proposed on the badly deteriorated blocks at the southwestern corner. Existing churches are retained. A shopping centre is provided for near the school on St. James Street which would be on the bus route. The shops are set off St. James with parking space and a broad pedestrian strip.

2. **Central:** (Not studied in detail). Generally a multiple dwelling area with greater use of apartments than at present; served by Victoria and St. Joseph's schools grouped probably on a new site a block or two east and north of the present location; and by a sub-shopping centre probably on Pitt Street. A park between Crown Street and the proposed traffic belt route continues the Courtenay Bay green strip.
3. **Prince Edward - Haymarket:** Entirely redeveloped for multiple dwellings under a slum clearance scheme. Prince Edward blocked at Richmond Street to force through traffic onto Erin or Waterloo. A new school to replace Centennial and Aberdeen and another to replace St. Thomas, on Clarence Street. Shopping facilities off Haymarket.
4. **Garden Street:** A sub-neighbourhood suitable for apartments. (Not studied in detail).
5. **Mount Pleasant:** (Not studied in detail). Residential use south of Paradise Row, Winter Street and Celebration Street should be eliminated. Winter Street school split with the Annex remaining and a new school provided on upper level, possibly Parks Street and Burpee Avenue. Shopping probably on Wall Street at Paradise Row.
6. **Main Street:** Complete redevelopment eliminating housing except in triangle between Douglas Avenue, Main Street and Chesley Street Extension. This would be apartment house area linked to Douglas Avenue as new neighbourhood.
7. **North End:** (Not studied in detail). Breaking up of gridiron at hilly streets should be considered. Neighbourhood would end at Newman Brook on north.
8. **West Saint John 1:** (Not studied in detail). With harbour bridge and Water Street highway, secondary routes should be Market Place and probably Lancaster Heights road instead of Prince Street, St. John Street, thus rearranging neighbourhood

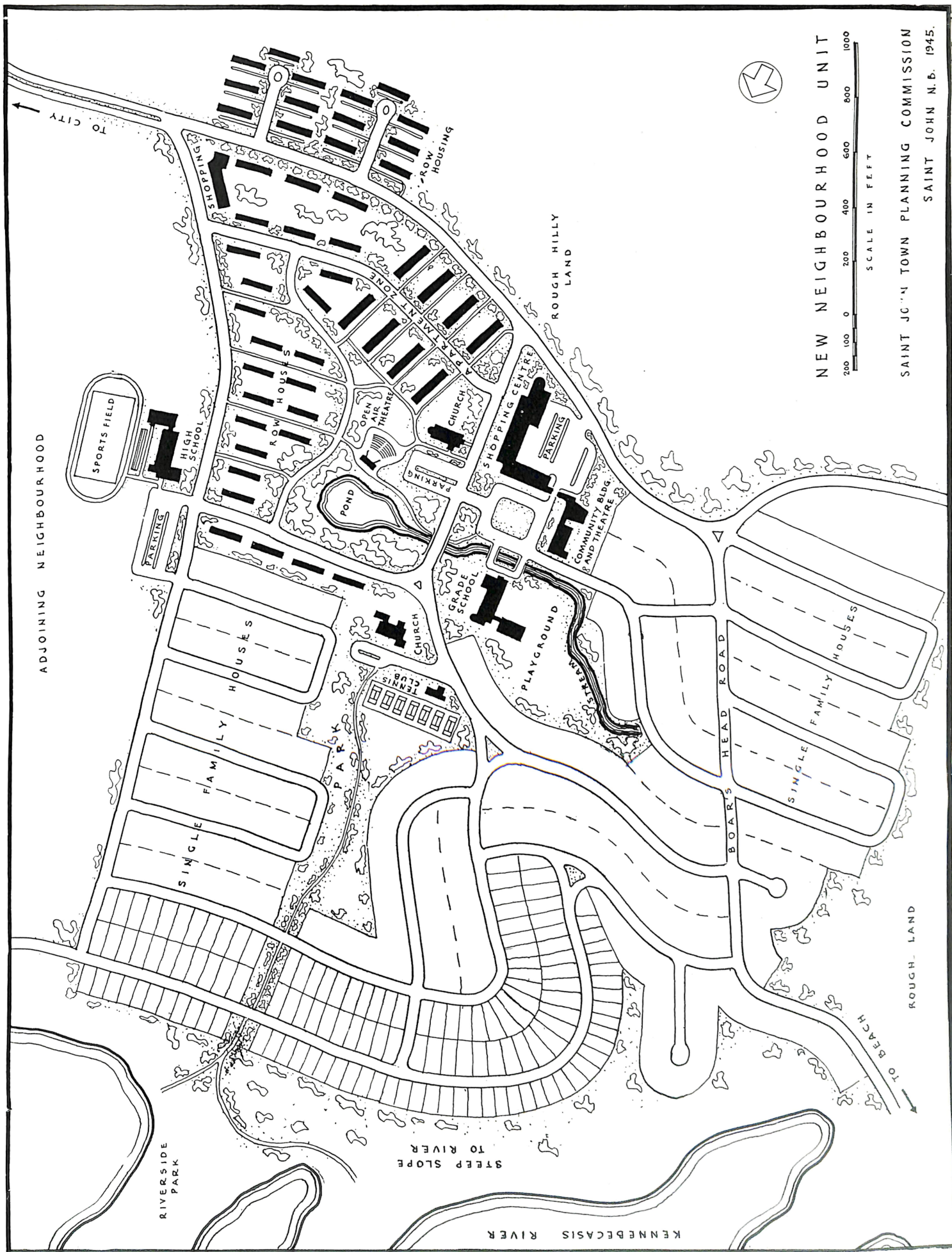




# PROPOSED REHOUSING AREA

200 100 0 200 400 600 800 1000  
SCALE IN FEET

SAINT JOHN TOWN PLANNING COMMISSION



SUGGESTED  
TYPE OF  
LAYOUT  
FOR NEW  
NEIGH-  
BOURHOOD  
UNIT NEAR  
MILLIDGE-  
VILLE.

division. LaTour School should be relocated on Queen Square, which is large enough for school and park.

9. **West Saint John 2:** As above; Beaconsfield would become new neighbourhood unit, with present school and shopping centre probably at Sea Street and Lancaster Heights Road.
10. **Fairville:** (Not studied in detail). Would extend westward down into valley as far as new Harbour Bridge highway, and should include new school and West Side Sports Centre in area. This expansion would be dependent on solution of sewerage problem.
11. **East Saint John:** (Not studied in detail). Expansion eastward would be expected, and thus two neighbourhoods would develop, the first being approximately the present built-up area as far as Jean Street, which should have a new school located north of Park Avenue. Local shopping centres at one or two points off Bayview Road. (East Saint John School might become High School for the area).

The following would be additional neighbourhood units:

12. **"East Saint John 2:"** Area east of Jean Street, with new school, and shopping centre off Loch Lomond Road. East Side Sports Centre should be provided between the two neighbourhoods.
13. **"Fernhill:"** Expansion of embryo neighbourhood east of Russell Street and north of Loch Lomond Road extending up hill to Fernhill Cemetery. Shopping centres at Russell-Rothesay Avenue and off Loch Lomond Road to east of neighbourhood, and present school extended.
14. **"Cranston — Parks:"** Development of Cranston Avenue area and eastward to Sandy Point Road. Suggested schools would include a new school at Parks Street and Burpee Avenue, and another new school at north of area, (perhaps near Hydro Station,) which would also serve possible development in valley beyond to north. Shopping centre at Cranston and Sixth Street, and at Sandy Point Road.
15. **"Portland":** Development of Portland Place, K-Club grounds and portion of rifle range, and including Millidge Avenue area up to Lime Kiln Road. Neighbourhood would be bounded on north by future highway, on east by Somerset Street extension (highway). Schools would be St. Peter's (existing) and new school on rifle range to north of proposed sports centre. This development is dependent on draining of rifle range by lowering of Newman Brook at Adelaide Street.\* Shopping would be at Main Street, Cranston Avenue and Wellesley Street; and probably at Adelaide Street and Millidge Avenue.
16. **"Millidgeville":** The waterfront area and small section suitable for development east of the existing road, together with airport site. This would be completely new subdivision permitting up-to-date methods and accommodating about 3000. Two grade schools would probably be required, one on each side of main road, with high school serving this and adjacent neighbourhood located west of present airport site. Shopping at corner of Manners Sutton Road and also at intersection with Boar's Head Road.
17. **"Boar's Head Road:"** Another new subdivision for about 3000, west of the Millidgeville neighbourhood, and extending along Boar's Head Road and north of it to heights overlooking Kennebecasis. New school and shopping centre.
18. **"Milford:"** Area north of future Milford Bridge Road to Saint John River, permitting new subdivision, with school and shopping. Would be within five minutes of city centre by future highway. Could accommodate about 2000.
19. **"Manawagonish:"** Land between Manawagonish Road and Dever Street, Westfield Road and Fairville. New subdivision could accommodate about 2500.

\* See Footnote Page 36



## COMMERCIAL AREAS

### Central Business

THE business centre of the city is Prince William Street south of Market Square with a minor development along Dock Street and up the south side of King Street. One major office building on King Square is the only significant "uptown" development. Built about five years ago it has not been followed by other business as yet, possibly due to wartime control of new development although it is considered more likely that business use will tend to remain in the Market Square area down the hill, possibly spreading up side streets such as Princess, Canterbury, Germain north of Princess, and Germain and Chipman Hill south of Union; and again along Dock Street to the Union Station

In other words, the uptown office requirements will probably not call for any considerable additional building in the King Square area.\* It is more logical, in view of present uses, that this should develop as shopping. The need is for new office structures to replace obsolete premises in the present business centre. A few good sized business buildings, not necessarily higher than six or seven stories, would provide up-to-date rental space much more efficiently and desirably, from the point of view of land use and of good appearance, than a series of smaller units on individual lots, which render good building plans difficult and usually result in conflicting architectural treatments. There is undoubtedly room for considerably more office space within the area now occupied by business through the use of modern building types, yet without approaching skyscraper densities which are certainly not desirable.

### Central Shopping

The retail shopping hub is centred at King and Charlotte Streets, where land values are highest. Department stores and other first class shops are concentrated on King Street, chiefly the north side, and on Charlotte Street, although some have located on Sydney Street near Union. Secondary groupings of smaller shops occur on Union Street, between Charlotte and Sydney, extending also along the southern end of Waterloo Street; and on Dock Street.

\* One new office building is proposed for the King Square area; another is projected on Germain north of King Street.

There is sub-central commercial development along Main Street, extending as a ribbon along a main traffic artery, from Mill Street to Douglas Avenue; on King Street, West Saint John; and along Prince Edward Street and around Haymarket Square. These are generally second rate shops serving the general areas in which they are located, and there is but little grouping of them in logical centres.

Besides these distinct commercial areas, there is a general scattering of small corner stores and residences converted into small service shops throughout the residential districts. The Zoning By-Law now prevents further non-conforming uses of this type, which tend to detract from the character and appearance of a residential street and adversely affect property values.

In the central shopping district it is already becoming difficult to find sites available for expansion of commercial development without encroaching upon areas zoned for residential, and some expansion of the shopping zone must be considered. The tendency, apparently, is for a prospective builder always to seek a vacant lot, and seldom, except in the case of the largest concerns, to consider acquiring and removing one of the many obsolete structures within the central zone to provide himself with a site. This may in part be attributable to a conservative unwillingness to part with residential property, no matter how old, or to a desire to realize an artificially high price for property which has long since been amortized. It would appear to be unsound to over-zone for commercial use beyond the normal area which the central shopping district of a city of Saint John's population should occupy, merely to provide additional sites, when non-commercial or obsolete property remains to depress values on and detract from the character of the central shopping streets. On the other hand to restrict the main retail shops to the area at present occupied by them would merely inflate land values within that area and check redevelopment, unless by raising assessments on the properties thus artificially enhanced the owners of non-conforming or obsolete buildings could be forced out.

Rather than attempt so unpopular a method, it would appear more practical to increase the central shopping zone slightly to take care of any likely immediate needs



and to ignore the undesirable uses in the central district, in the expectation that new building by larger firms would have a stimulating effect on adjoining values and achieve the same result.

The logical extension of the main commercial district would appear to be chiefly in a northerly and northeasterly direction. Streets north of Union, from Dock to Coburg, might very well be included in the zone as far as the rear of properties facing upon Carleton Street, and the same would be true of Peter and Paddock Streets, off Waterloo, as far as the lots fronting on Coburg. In the other direction, Princess Street as far as Sydney, and including the four corners of that intersection, should come into the commercial zone. (Princess Street has already been the subject of a change to three-storey business approved by the Common Council, but not yet advertised as required). This additional area would also take care of some of the shops and small businesses which would be forced out of redevelopment areas.\*

For sub-central shopping which is now scattered sporadically along main thoroughfares and in residential zones, the ultimate provision must be in clearly defined and compact neighbourhoods or sub-central groupings. A local improvement association could go far in encouraging co-operation among small merchants throughout the neighbourhood with a view to establishing a shopping centre consisting of a single group or row of shops, designed as a unit, and including all necessary local services in a convenient location, which would at the same time vastly improve the appearance and character of the district.

The Master Plan proposes gradually to eliminate the ribbon of small shops, in deplorably obsolete premises, along Main Street (where they are convenient only to the dwellings which it is proposed to remove under slum clearance, and where they constitute a real obstruction to traffic); this will call for new areas into which they may move. By grouping them in the area of Main, Elm, Metcalf and Adelaide Streets, on the one hand, and north of

Paradise Row and Winter Street on the other, they would conveniently serve the future neighbourhood distribution without crossing the main traffic routes.

One or two local shopping areas must be provided in East Saint John, where the present zoning allows only three intersections for the purpose. The West Saint John shopping group on King Street would appear to be an entirely logical development, especially in relation to the proposed Harbour Bridge route which would touch the end of the group only, proceeding thence along Market Place and up Water Street. Another shopping centre will be needed somewhere in the neighbourhood of Tilton's Corner, and another further south to serve Beaconsfield and the southern area of West Saint John.

The Fairville Main Street shopping district could logically remain provided the street is relieved of through traffic by the proposed new access route through Lancaster Vale, and perhaps later by the Milford Bridge route.

## Retail Shopping and Street Traffic

While the actual findings of surveys which have been made elsewhere are not available, it has been shown and come to be an accepted fact that retail shopping and heavy traffic do not mix. Contrary to the usual belief held by retail merchants, a high volume of vehicular traffic is bad for business, and when such traffic can be removed from main shopping streets onto other routes nearby, sales improve. The reasons are fairly obvious, and are simply that actual shopping is done on foot and not in cars, and chiefly by women. Shoppers, particularly women, do not like the confusion, hazards and noise of heavy traffic while shopping, which involves crossing and recrossing streets. At the same time, a continuous traffic flow distracts the attention of shoppers and obstructs their view of shop windows. Difficulties of parking are another factor, and this and the strain of driving in congested streets to reach shops further influence the trend to shop in less centrally located districts and streets where conditions are less trying and nerve-wracking. The same conditions apply in the case of tourists, who are even less anxious to become involved in local traffic snarls if they can avoid them, and for retail merchants to seek tourist business by the trick of directing the visitor, with road signs and maps, through a maze of shopping streets is simply false psychology.

On the other hand, if access to the general shopping area can be made easier by improving the approach routes, if the main traffic flow can be kept along streets a block or two away from the concentrated shopping streets, and if good parking facilities can be provided within, say, a thousand feet or so of the shops, trade both with the local shopper and the tourist will tend to improve, and with better business values will rise and be more stable. Following these principles, a proposal is made to bring traffic into

\* Since preparation of the preliminary report, various changes have already occurred which should be noted. The Common Council, on the Commission's recommendation, has passed two changes of zoning in the central area which carry out one stage of the suggestions above: the change at Princess Street and another extending the commercial zone northward between Peter and Dock Streets approximately as far as Carleton Street are now in effect.

Several major new store buildings and two theatres are projected for the King Square and King Street area, of which the most important is the replacement of the old City Market by an up-to-date chain department store. The obsolete market building has become primarily a retail shopping arcade for meat and grocery businesses, and its removal will benefit the City in general by requiring them to relocate in new premises at economic rentals in fair competition with other retailers, as well as by adding substantially to the assessment roll. Care must be taken to provide well-planned access between Germain and Charlotte Streets when the new store is built: it may prove desirable to eliminate North Market Street and widen South Market Street correspondingly. New buildings on the west side of Charlotte Street should also be set back at least as far as was the Market building to permit street and sidewalk widening.



the King Square area without passing through Union Street, by taking a road from Erin and St. Patrick Street approach, from the east, diagonally behind the Red Ball Brewery to Carmarthen and Elliott Row, and thence across the Burial Ground, about where the present foot-path now runs, to meet North King Square at Sydney Street. This could be achieved while still retaining the open character and many of the trees of the Burial Ground and, with minor rearrangement and perhaps the addition of a single monument to the memory of those once buried there (in place of the broken scattered headstones of today), its historic associations as well.

It will be almost impossible to find any alternative to King Street as the main approach to King Square from the West. Fortunately it is a hundred foot street, and with street car tracks removed, should be able to handle the traffic as well as parking as it does now. When street car tracks are removed from King Street, it may be found desirable to provide for angle parking down the centre of the street, with proper markings, curbs and posts; and to permit flat parking at the sidewalk curbs for short periods, probably controlled by parking meters, and leaving adequate space for bus stops. Some traffic could be diverted onto Union Street west of Germain, by improving

the Union-Dock intersection, and traffic control could turn it off Union, down Germain to the upper block of King Street (thus relieving narrow Dock Street, and Market Square)—or possibly to a new single street running through the centre of the present Market Building site, closing North and South Market Streets to give additional valuable frontage on both Charlotte and Germain Streets, but leaving full width in the centre of the block for parking and off-street loading for King Street stores.\*

These two possibilities would very greatly reduce traffic on Union Street from St. Patrick to Germain, and on Sydney and Charlotte from Union to King Square north, while still keeping all shops on these streets within a short block of the traffic access route and of good parking spaces; thus achieving the conditions desirable for retail shopping as set forth at the beginning of this sub-section. The scheme would also obviate the often-discussed necessity of widening that portion of Union Street. (Widening of Union from Germain to Dock, however, would be desirable in order to handle an increased traffic volume which would include out of town buses going to a bus terminal in or near the main shopping centre.)

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\* See Footnote on Page 49

# INDUSTRY

## Existing Conditions

**L**AND in use by all types of industry in Saint John and the surrounding fringe areas amounts to some 630 acres, or 21% of the total developed area. The figure is unusually high in comparison with other cities, and is accounted for largely by the port and its railway yards and dependent activities, which form a continuous belt of industrial use along all waterfronts, in addition to normal railway and industrial uses.

Under the 1936 Zoning Map an even higher proportion of land is reserved for light and heavy industry, additional waterfront having been included, such as that around Pleasant Point above the Falls, an area once used extensively by lumbering concerns but now for the most part vacant land. Yet very little land has been allowed for industry further out along either railway line, although such provision would help to decentralize both smaller manufacturing plants and population.\*

### Industrial Areas

USE	Acres	Saint John percent of Dev'd Area	Average City Percent of Dev'd Area†	Zoning By-Law Saint John 1936.	
				Zone	Acres
Railway Property (other than harbour yards)...	190	6.3%	4.0%	Lt. Ind. Hvy. "	480 360
Waterfront Industry.....	290	9.7%	7.0%		
Other Industry.....	150	5.0%			
Total Industrial Use.....	630	21.0%	11.0%		
Less Waterfront.....	340	11.3%		Total	840

† Ref. "Local Planning Administration," Segoe.

It is apparent today that there is a need of additional industrial sites, particularly sites served by rail and/or water, even to accommodate expansion and relocation contemplated by certain industries already located in the area. There is a particular need for warehousing sites and for the provision of new storage facilities for handling increased distribution and to replace many obsolete warehouses. Any new industry which may wish to come to

\* Additional industrial zoning is now in effect along the railway line through the Marsh Creek Valley.

Saint John will find it increasingly difficult to obtain desirable sites unless steps be taken to make good sites available by the redevelopment of certain areas. Where such is possible on land unsuitable for other uses the solution is obvious, but where the location of industry may adversely affect a stable and logically situated residential neighbourhood the conflicting interests will be more difficult to decide. Although Saint John badly needs residential land, the industrial activity and potential employment base must take first place. Generally speaking, however, it would appear that there are few places, either in the City or the Parishes where a sound residential district occupies land required for industry. In the case of industries definitely noxious by reason of noise, smell, dirt or vibration, every possible means must be employed to keep them well segregated from any built-up area, because not only residential uses, but commercial, recreational, institutional uses and even other industry will suffer in proximity to a noxious industry.\*

## Proposals

Of the 110 acre surplus industrial area zoned under Saint John's existing by-law, the bulk is located on waterfront along the Saint John River above the Reversing Falls, with smaller areas along Strait Shore and on both sides of the C.P.R. track south of Douglas Avenue. In the absence of rail facilities and of the small saw-mills which once used these sites, there appears to be little prospect of redevelopment by industry of the river shore around Milford or opposite, north of Newman's Brook or in Marble Cove, and it is recommended that these areas be removed from the industrial zone. The strip zoned between the C.P.R. line and Douglas Avenue should certainly be changed to a park zone to protect the residential area on the Avenue since for the most part it is too high above rail to be of value to industry. These changes would reduce the total industrial zoning by 110 acres, of which some, notably at Milford, would provide residential sites.

\* This point was recently well proven to Saint John citizens by the mislocation of a noxious industry in the railway valley with serious results to the residential area up the hill to the north and to the General Hospital to the south. Since the enforcement of zoning restrictions such an incident could not occur again.

Saint John's major industrial activity centres about its port, and being under Dominion Government Authority, expansion of harbour facilities are not considered here otherwise than to recognize them and adapt other considerations to conform to the Harbours Board proposals. The proposals include the extension of the C.N.R. deep water terminal at Long Wharf, and the provision of additional berths by the straightening of the east harbour front including South Cove.

Additional activity on this side of the harbour will accentuate the need for direct rail access from the Union Station area, which involves the closing of Market Slip. This in turn offers the opportunity of continuing the new dock line up the harbour into York Point wharf, and providing a new berth for the Digby boat, "Princess Helene," at the present site of the Dominion Coal Co. pocket, and with it suitable passenger and freight facilities easily accessible by rail from the main line and by road from the Union Station and the central business, shopping and hotel district.

It would be desirable, assuming these improvements to the east harbour facilities, to use this side for all passenger liner traffic, providing the necessary customs and immigration sheds and other passenger needs here rather than on the west side.

From time to time the Harbours Board has also given consideration to the development of Courtenay Bay for additional harbour space, and plans exist showing several large berths. Such a project would probably involve the lengthening of both breakwaters to reduce the silting up of the Bay which today requires constant dredging to preserve the approach to the Dry Dock and the few wharves. The necessity for such port expansion remains dependent on the city's whole future as a major Canadian port and is linked up with the nation's foreign trade, especially with Europe, South America and the West Indies. Were the need to materialize there would go with it a demand for greatly increased industrial lands.

Even without a much heavier volume of shipping it is likely that Saint John will require more industrial acres if the hopes of the New Brunswick Resources Development Board for the intensive development of forest, fishing and agricultural products are realized and supported by a sound Federal policy of encouragement to new manufacturing enterprise and general industrial decentralization.

The present possibilities for new industrial sites, on reasonably good land and served by rail, water, or both are seriously limited. Strait Shore offers some such land; redevelopment west of Long Wharf and removal of the slum area south of Main Street will provide more, as also will rerouting of the C.N.R. spur in the Erin Street area\*

\* See "Transportation," page 55.

and slum clearance east of Marsh Bridge. The larger flat open areas adjacent to the C.N.R. yards and main line as far as Coldbrook† are on poor ground for heavy industrial buildings due to the soft soil and difficult drainage but could certainly be used for some industrial purposes. Including these latter areas, and providing an area on the C.P.R. trackage west of Fairville, it would be possible to obtain some sixty acres of fairly good industrial land — about thirty acres of first class land.

Faced with similar problems, other cities have taken drastic steps when the need was indicated. It is by no means beyond reason that Saint John might reclaim about 150 acres at the north end of Courtenay Bay by filling over the mud flats which are now exposed at low tide, perhaps as far southward as Union Street. By pumping silt from the Bay itself, as was recently done to fill low-lying land on the Red Head Road, the actual filling operation should be comparatively inexpensive, and Saint John's industrial land needs would be ideally solved for generations. At the same time port extension would become practicable and by shifting of land use, and the possibility of new traffic routes to East Saint John, the problem of housing sites for the central area would be more easily solved.

It is impossible to predict the need of such expansion, and this idea is not indicated in the preliminary Master Plan as a recommendation. It is considered of sufficient value and practicability, however, to be recorded as a possible future modification of the Master Plan.

Any industrial expansion in the Saint John area, in fact even the economic operation of existing plants, is dependent on a greatly increased supply of industrial power, as was pointed out in the Saint John Reconstruction Committee report. Failing a windfall, such as the practical development of the Petitcodiac tidal power possibilities‡, the only logical source of electric power is steam. The present plant of the N. B. Power Company on Smythe Street is inadequate and obsolescent. It is certainly not ideally situated, but the capital investment is doubtless too great to warrant considering relocation, and therefore expansion and modernizing of the plant at its present site is indicated.\* Coal delivery by ship to a storage shed sufficient for, say, a two weeks supply could be maintained

† Here it must again be emphasized that an adequate drainage and sewerage system for this valley is an urgent necessity. There are instances already of new industries desiring to locate there which have been unable to do so because of restrictions imposed (correctly) by the Board of Health due to present insufficient sewage facilities and the impossibility of providing them by the individuals concerned. The special committee set up by the Municipal Council on the recommendation of this Commission to deal with the situation must not delay in effecting a solution.

‡ This project has now unfortunately been declared impractical after an exhaustive survey made for the Federal and Provincial Governments.

\* Additional steam production at this plant is now being installed.



without creating a nuisance to the adjacent business area or an obstruction to the proposed relocation of the "Princess Helene" berth, only if overhead covered conveyers and an enclosed storage shed were used. It is recommended therefore, that such expansion of the power plant be provided for by closing Nelson Street and by annexation of it and part of the property to the south by the Power Company.

### Miscellaneous Industrial Misuses and Their Correction

The geographic situation is in part responsible for the scattering of industrial use throughout the entire area, frequently interfering with residential development. There are, however, numerous instances of misplaced industry which should and very well could be located elsewhere.

Examples are the Murray & Gregory lumber plant, the Red Ball Brewery, and particularly the N. B. Power Company's car barns and gas plant, as well as numerous smaller isolated examples, all of which depreciate the areas in which they occur.

**Coal Pockets:** The most glaring mislocation of a noxious industry in the entire area is the Dominion Coal Co. pocket at the end of North Market Wharf. This plant constitutes an inexcusable nuisance to the property owners and public in the area within at least a quarter mile radius. If a dirt deposit survey were made it would probably be found that this coal pocket together with the Power Company stack affected a very much wider area. There is no question but that the former should be entirely removed, and steps taken to eliminate the emission of soot and fly-ash by the latter.



MARKET SLIP COAL POCKET

A badly misplaced industry which is responsible for much of the central city's dirt. (From a water color by Avery Shaw.)

Other coal handling concerns are scattered, whereas desirably they should be grouped into one unit. The most logical site for a central pocket would seem to be at the extreme southern end of the main peninsula, or toward Negrotown Point on the west side. Failing these possibilities a site in the Strait Shore area or at the north end of the harbour would be possible, but would involve particular care in the equipment and handling to minimize dust and to avoid a repetition of the nuisance created at the foot of Market Slip. Another possible site would be Navy Island, especially when a harbour bridge has been built.

**Car Barns, Gas Plant:** With the replacement of street cars by buses the car barns at St. James and Wentworth Streets will no longer be required. Under no circumstances should the property be used for any industrial

or commercial purpose. A bus garage will be required, but it should be located in a light industrial zone, for example at the extreme South End, on the perimeter of the peninsula, or possibly in the City Road or Paradise Row section. Removal of the street car barns offers a rare opportunity to provide the South End with a public recreation space in conjunction with enlarged playground facilities for a new King Edward school. For the same purpose it is quite practicable to close Wentworth Street between St. James and Queen.

The gas plant is, with the car barns, badly misplaced in the centre of a natural residential neighbourhood, but its removal or relocation is a more remote possibility, as long as the utility is in demand. It should not be forgotten that it is undesirable in its present location and that any opportunity to rid the area of it and to provide



POTENTIAL INDUSTRIAL SITE

The shallow flats of Courtenay Bay could be reclaimed to accommodate extensive industrial development served by rail and water.

for additional housing or community development on its site should not be missed. It is presently zoned for residential use, and this zoning should be maintained to keep the plant in the category of a non-conforming use.

## Warehousing

Various redevelopment and transportation proposals of the preliminary plan are designed to provide additional sites suitable for warehouse and storage facilities. The areas selected include (a) land bordering the C.N.R. main line and passenger yards south of Paradise Row, Winter and Celebration Streets and north of Pond Street and City Road; (b) land west of Smythe Street and west of Water Street; (c) land east of the proposed main traffic route on Erin and St. Patrick Streets and east of Gilbert's Lane. All these areas are served both by railway and by trucking arteries, and (b) is also directly on the main harbour front. They are particularly suitable as additional warehousing sites, but obviously also suitable for certain types of light industry

## Transportation

Three proposals directly affect railway transportation facilities, and each can be defended as an improvement of existing facilities. The harbour bridge\* would reduce the rail haul from the central city area, and east of it, to the west side docks by five miles, or 83%. The connection from the Union Station area to McLeod Wharf would close a belt line around the central peninsula, linking all water-

\* See "West Side Access," page 62.

front warehousing, industry and docks, avoiding backing, and, with the filling of Lower Cove, eliminating the present trestle and the awkward curves at the end of it. The proposal to divert the railway spur which crosses Haymarket Square to run across Marsh Creek and join the abattoir or Dry Dock spur south of Thorne Avenue would provide additional industrial sites on both sides of the Creek, and on the north of Haymarket.

## Service Industry

Where there is evidence of the need of space in or adjacent to new neighbourhoods in the outlying sections for "service" industry, that is to say, laundries, bakeries, and similar light industrial activity which are required to serve the population of the neighbourhood; or for other light industry which would provide employment for some people in the neighbourhood and which can be located so as not to be a nuisance to residential development; the zoning should provide for such space.

One such area has been suggested near the junction of the existing Millidgeville Road and the proposed new road through the Lime Kiln. This zone would permit a decentralization of certain light industrial uses which are now scattered as non-conforming uses throughout the city, and be sufficiently close both to Millidgeville and Portland Place-Rifle Range development to be readily accessible by workers living in these areas; and yet separated from such by open space and topographical differences. It would be directly served by a limited access road into the city and to east and west, and thus ideal for plants requiring road rather than rail or water transportation.



# TRAFFIC CIRCULATION SYSTEM

## The Problem

**T**HE basic factor underlying the city's traffic problems is the single route system which has been forced by geographic and topographic features. The River, Harbour, Courtenay Bay, and Marsh Creek, together with the steep slopes flanking the valley through which the railway runs, have all but eliminated any choice of route into the city from east or west, resulting in bottlenecks through which all traffic must pass at several points. The same natural limitations have caused the railway to follow a roughly parallel route so that most of the traffic bottlenecks have become double obstacles and hazards by reason of grade crossings. The east and west expansion of the urban area now extends along the main highways some four miles in each direction, to Coldbrook on the east, and beyond Manchester's Corner on the west.

The critical points as far as internal traffic is concerned are Bridge and Main Streets, Fairville; Falls Bridge; Main Street from Rockland to Mill; Mill Street and Dock Street; and Haymarket Square and Marsh Bridge. Each of these portions of the route is a "no choice" street, and with the exception of Main Street, each involves a level crossing.

This same route is not only the main artery, connecting East and West Saint John with the central city; it also constitutes the only link with main highways leading from the city in any direction, and consequently all out-of-town traffic coming into or through the city is added to local traffic, greatly increasing congestion, delay, and danger, as well as nuisances and wear and tear on city streets.

Adding further to the disadvantages of this main artery, is the fact that it is made up, in part, of residential streets and in part of local business and shopping streets, with the result that delays to traffic using the route are increased by parked cars, intersections, pedestrians, and street cars and buses; and the hazards and nuisance of heavy traffic detracts from the value and desirability of both residential and commercial development.

The solution to the single artery system lies in the provision of alternate routes, preferably to permit heavy traffic to avoid densely built up areas, whether residential or commercial, or even industrial. The advantages of such through routes, from the point of view both of the traffic using it and the inhabitants of the district, are readily apparent. Where an alternative route to provide

these requirements will, at the same time, shorten distances substantially, the arguments in favour of it will justify even a major operation to achieve it.

## Proposals

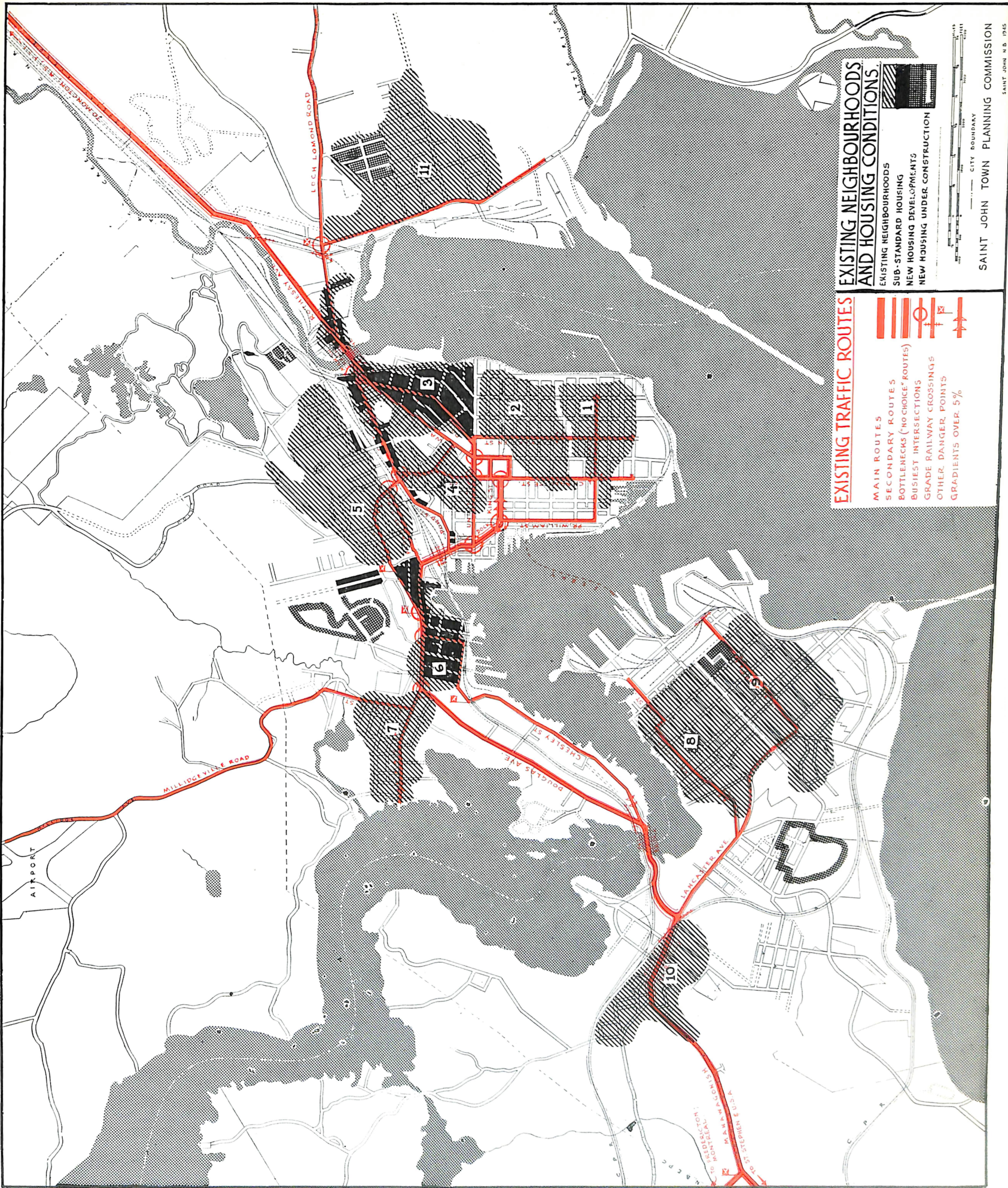
**Mill Street Viaduct:** The Mill Street grade crossing is the number one priority in any program to improve internal traffic conditions. A traffic count taken in 1936 shows that more than nine vehicles per minute cross the railway tracks during two rush hours, 4.30 p.m. to 6.30 p.m., with more than eleven per minute during a fifteen peak. In 1945 these figures showed twelve vehicles crossed the tracks per minute during the same period of time or in other words, 1484 vehicles passed over the tracks in two hours.



At the same time crossing gates are closed on the average once every six minutes during the twenty-four hours, resulting in a blocked line of vehicles extending sometimes a quarter mile on each side. These conditions, plus the presence of street cars and buses, make for an impossible situation upon the solution of which virtually any other attempts to facilitate traffic flow on the main artery must depend.

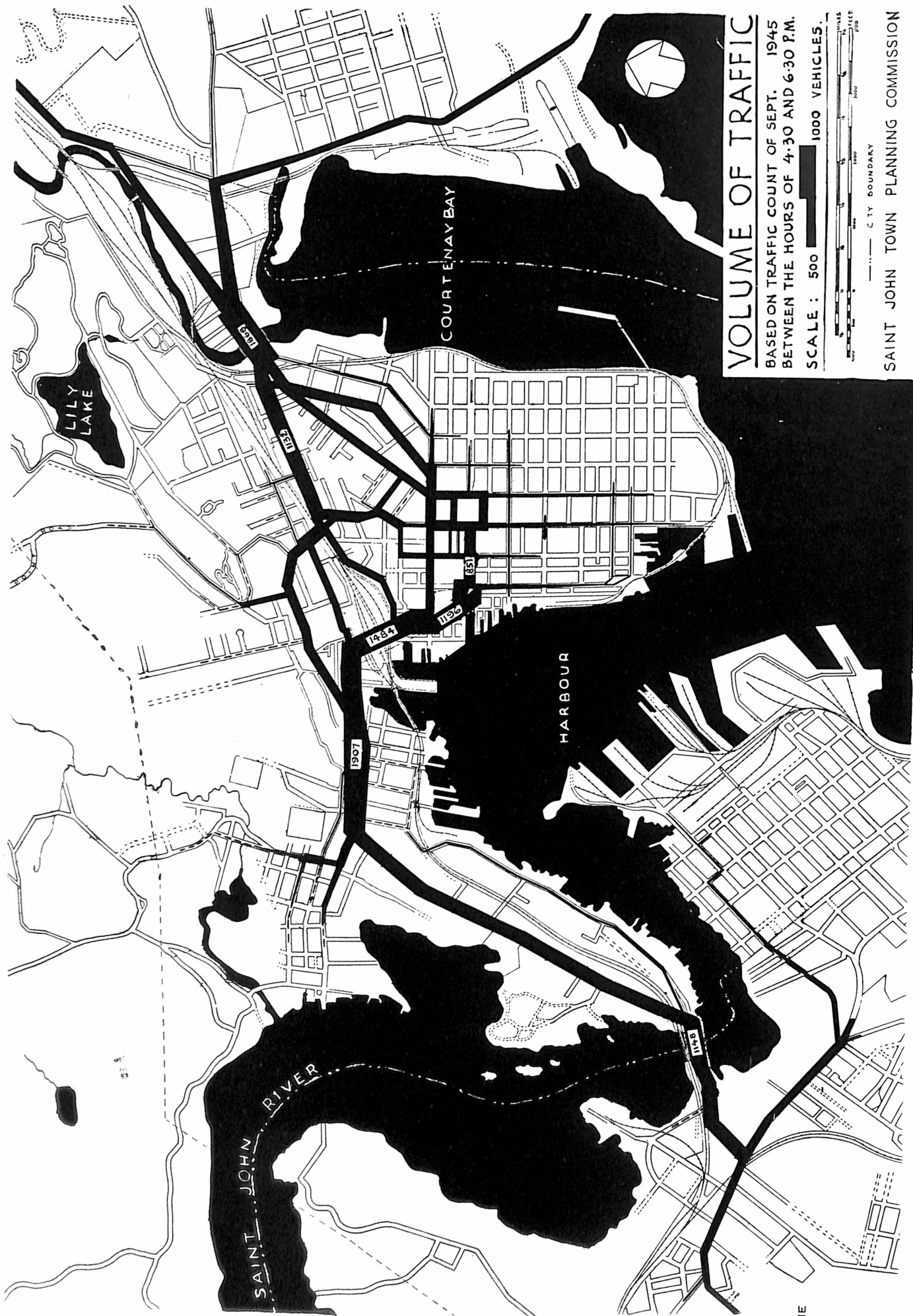
The only possible solution is a grade separation by means of a viaduct which should run from Mill Street at North Street, horizontally across the tracks, ramping down to Main Street in such a way as to permit a continu-



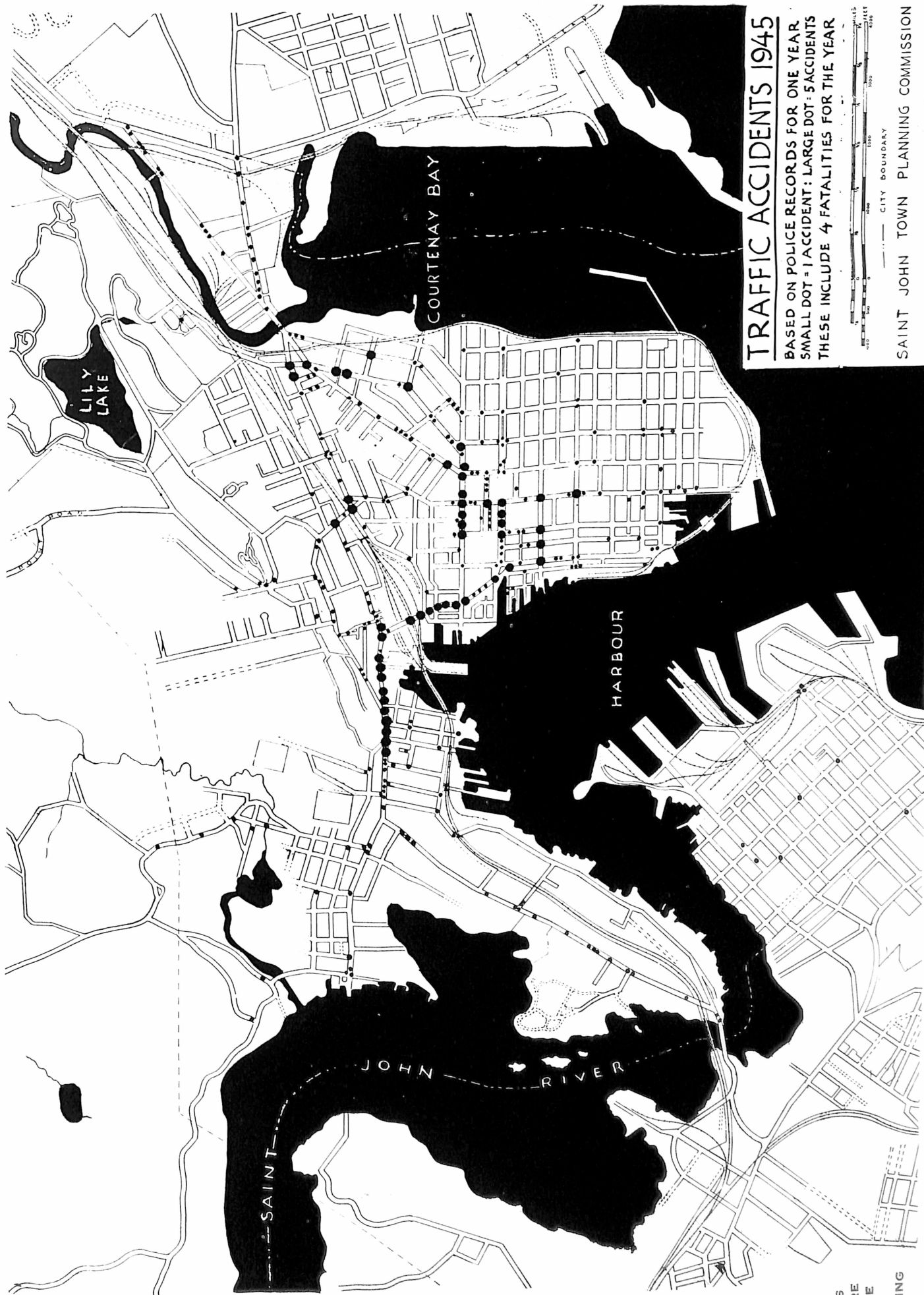


THE LACK OF PLAN OF PLAN PRODUCES CONFUSION OF STREET FUNCTIONS AND THUS OF TRAFFIC. TOPO-GRAPHY IS IGNORED, AND RIBBON DEVELOPMENT, BOTTLENECKS, GRADE CROSSINGS AND OTHER HAZARDS INCREASE THE WASTE OF TIME, ENERGY AND MONEY.







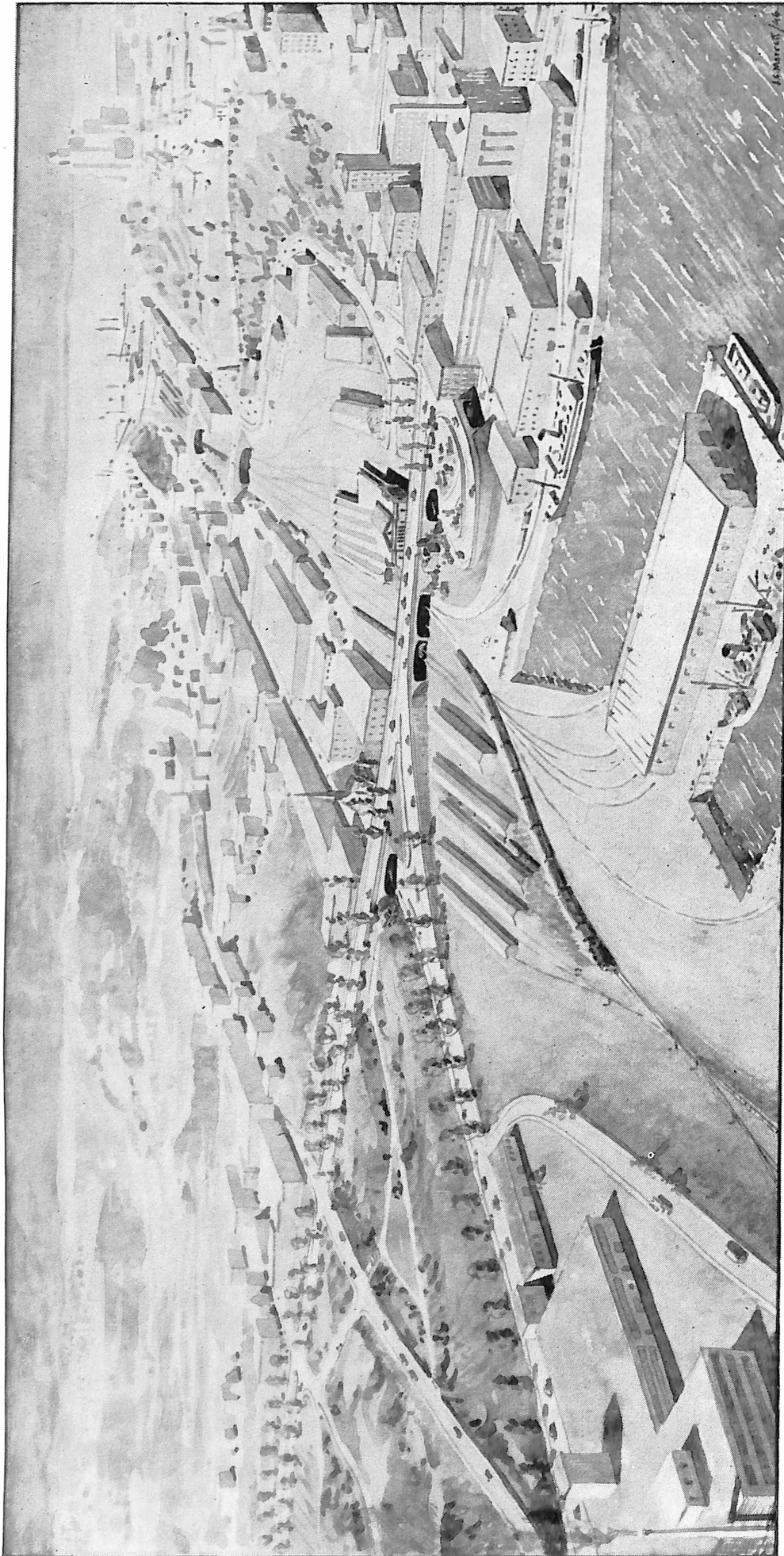


**TRAFFIC ACCIDENTS 1945**  
 BASED ON POLICE RECORDS FOR ONE YEAR  
 SMALL DOT = 1 ACCIDENT; LARGE DOT = 5 ACCIDENTS  
 THESE INCLUDE 4 FATALITIES FOR THE YEAR

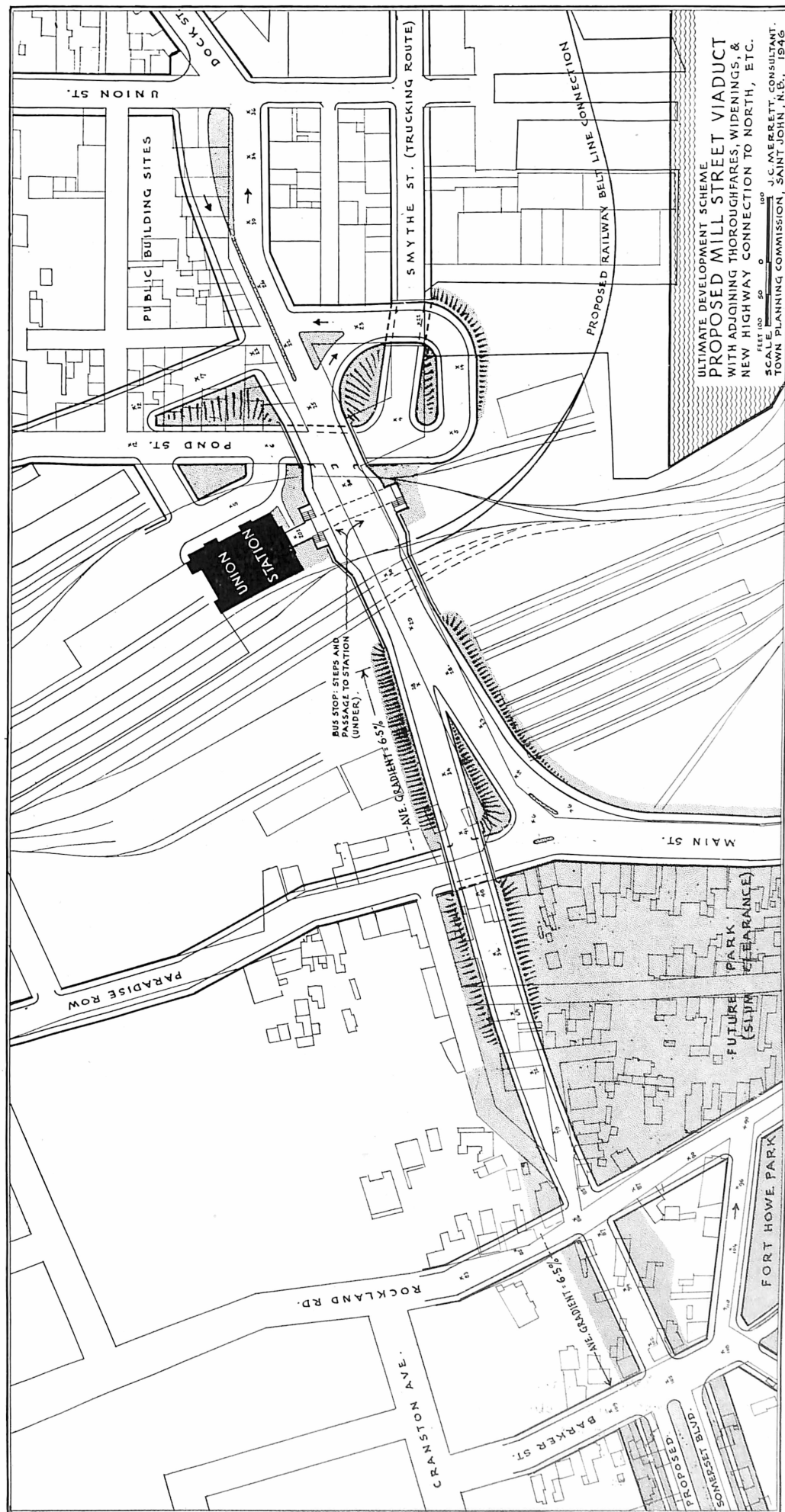


SAINT JOHN TOWN PLANNING COMMISSION  
 SAINT JOHN N.B. 1945.

FROM  
 POLICE  
 DEPART-  
 MENT  
 RECORDS  
 (COMPARE  
 WITH THE  
 TWO  
 PRECEDING  
 MAPS.)



AERIAL VIEW OF UNION STATION AREA, showing proposed Mill Street Viaduct and its extension up the hill to the north; Fort Howe Park continuing down the hill to Main Street; embellishment of hillside above Pond Street, new docks at north east end of the Harbour; and the rail connection from Union Station yards along the east side docks. (See plan page 61.)



PROPOSED REPLANNING OF UNION STATION AREA from Somerset Street to Union and Dock Streets. (See sketch, page 60.)



ation of three or four centre lanes up the hill in a direct line with Somerset Street. (The necessity of a connection through to the area north of Fort Howe is discussed elsewhere. See pages 12, 31, 63.)

To relieve congestion on Mill and Dock Streets an alternative route is necessary, and it would be achieved by ramping down from the viaduct to Smythe Street. Pond Street would remain as it is, running under the viaduct to Smythe, but a direct connection from Pond to the viaduct would also be necessary for access to the Union Station and to permit City Road and Pond Street traffic to get onto the viaduct. Such a connection can only be achieved by removing the buildings between Pond and North Street, a desirable improvement in any case, to permit of a more dignified and attractive treatment at so important a point.

The Smythe Street diversion should be primarily for truck traffic and the present route for passenger vehicles with the proposed railway connection from the Union Station to Pettingill Wharf, and with the "Princess Helene" berth moved north next to Long Wharf. This scheme would necessitate closing the end of Market Slip which gives the opportunity to continue Smythe Street parallel to the railway spur, thus carrying trucks destined for the South End or the east harbour docks in a direct route which avoids the congestion of Market Square.

**West Side Access:** Passenger vehicles and trucks travelling from West Saint John at the Market Place to the corner of Main and Mill Streets have a choice of the Harbour Ferry, which takes care of a very small proportion, or a road route of about four miles. Here is continuous economic waste in time, gasoline, general wear and tear, to all who use the circuitous route—the operators of private cars or commercial vehicles and the general public travelling by bus or street car to and from the West Side. In 1936 a petition was presented to the Municipal Council to take steps to shorten the route: nothing has been done since, and today the need grows ever more urgent.

The proposed short cut suggested in the petition was to be a new road bordering the south and west side of the river and connecting Water Street West, with the Falls Bridge. The project would have saved approximately 3000 feet or 15%, and at the time was estimated to cost about \$32,000 exclusive of land costs and paving. The proposal would in no way reduce traffic over the present route from the Falls to the city centre.

Another means of shortening the West Side access route, and at the same time diverting West Side traffic from the Falls Bridge, Douglas Avenue artery, would be to span the river at its narrowest point below the falls, that is about in line with Watson Street West, with a suspension or steel arch bridge about eighty feet above high water, carrying the road across Chesley Street and

to the east ramping down onto Chesley, and linking with the suggested diagonal street from the C.P.R. underpass to Main Street at Rockland Road. This route would represent a saving in distance over the present one of about 8000 feet, or 40%, and would eliminate the Falls Bridge level crossing. Such a bridge would involve a gradient to the centre of about 5%.

A third scheme, and one which has been very seriously considered in the past to the point that drawings were prepared for it, would be to build a low level bridge, necessarily with a lifting or swinging span to allow passage of river traffic, from Navy Island to the vicinity of Portland Point, taking advantage of rock reefs in the harbour. Such a bridge would make it possible for road traffic to reach the West Side in a direct line from Main Street at Rockland Road saving 10,500 feet, or 61%, over the present route from Mill Street to King Street West, at the Market place. It would also have the tremendous advantage of permitting the two railways to reach the West Side docks direct, eliminating the heavy gradient to the Falls Bridge and saving about five miles of haul. This scheme would undoubtedly be the most costly, but in comparison to its advantages the second scheme would be a halfway measure, and not worthwhile. Toward the cost of this bridge would go the annual loss to the City in the operation of the ferry,\* which itself is obsolete and an inconvenient method of travel both for vehicles and for pedestrians who have a most awkward approach to it on the West Side.

**Western Approach Highway:** The construction of a harbour bridge, with a properly designed approach from Main Street (which will probably be found most convenient at Portland or Simonds Street, through the redeveloped slum area), at once provides a "limited access" route as far as the Market Place West. From this point, by swinging a road onto Water Street, it is possible to continue a highway along the south river bank, across Lancaster Avenue (where special intersection treatment would be called for), through Lancaster Vale to Manchester's Corner. The greater part of this route would be through as yet undeveloped land, making it possible to limit access and thus create a new western approach highway leading from the junction of the St. Stephen and Westfield highways direct into the heart of the city.

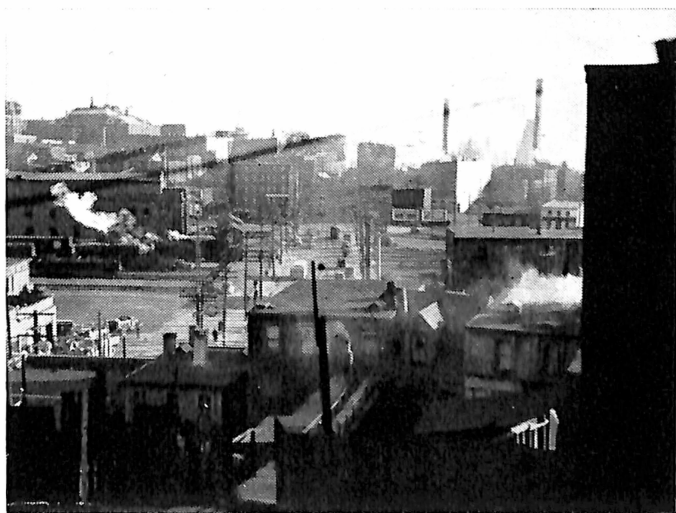
**Chesley Street Extension:** As a part of the redevelopment proposals for the slum area south of Main Street, and in order to encourage the diversion of traffic using the Falls Bridge from Douglas Avenue and Main Street, it is proposed to connect from Main Street in the vicinity of Simonds Street to the Chesley Street underpass of the

\* The ferry itself and its terminal facilities are all obsolete, and if this service is to be maintained all must be replaced at considerable expense. The service, however, represents an annual direct deficit in the City accounts of about \$50,000 to which must be added the cost each year to the users of approximately \$20,000.

C.P.R. mainline, by means of a diagonal street which would separate the rehousing area from the new industrial area which would flank the railway. The improvement of Chesley Street surfacing would be necessary.

**Northern Access:** The development of land in the northern section of the city has been discussed as a necessity to provide new residential sites, which would accommodate new population as well as people "thinned out" of overcrowded sections. Development in this direction will not add to the traffic burden of present routes to east and west, and thus must be considered as desirable from the overall traffic viewpoint as well. In order to facilitate access to the area a new route is necessary to take the place of the present awkward route via Adelaide Street and congested Main Street.

This necessity has been studied many times before. Suggestions have included a high level viaduct from Peel and Carleton Streets to Rockland Road at Harris Street; another from Garden Street at Charles to Wall Street at Canon. The scheme proposed in the preliminary Master Plan is to construct a new road up the hill from the Mill Street viaduct in a direct line to Somerset.



View of Mill Street Grade Crossing and Union Station from proposed viaduct extension to the north.

Without the viaduct, the climb up the hill would be too steep, but the viaduct elevation cuts down the rise by twenty-five feet, and permits a longer ascent, thus reducing the gradient to about 6%. This is considered satisfactory in view of the absence of intersections or other reasons for stopping traffic. \*The new road should run under Rockland Road. From Barker Street it would continue out Somerset, as a divided "centre strip" boulevard, crossing over the future Wellesley Street (from Dufferin to Cranston Avenue at Sixth Street) where the contours form a narrow depression and a natural bridging point.

\*It is now proposed that the new road should intersect Rockland Road if a final survey indicates that the cut would be substantially reduced. (See illustration pages 60 and 61)

At the end of the Portland Place property the road would continue across the Rifle Range to connect with the Lime Kiln Road, following it around and connecting with Millidgeville Road short of the present airport. This route cuts the distance from Mill Street to Millidgeville to about two and a half miles, and being a "limited access" road, would bring the Millidgeville area within five minutes of the centre of town.

**Future Highway Provision:** As has been pointed out, long distance traffic travelling into or through Saint John must pass through some eight or nine miles of built up streets, adding to delays, dangers and wear and tear on city thoroughfares. The ultimate and only completely satisfactory solution to the problem is a new regional highway in and out of the city, east and west, through undeveloped land.

This provision is desirable today, but would be difficult to justify economically as an immediate project. Considering the anticipated increase in road traffic of all kinds in the near future, however, it is likely that Saint John may soon have real need of a new highway approach, and certainly it would afford a very constructive employment project if such ever becomes necessary.

The natural route for this highway is through the northern area of the city. Starting, on the west, at the intersection of the St. Stephen highway with the Gault Road, the route runs north-east through a valley and crosses the C.P.R. main line somewhat east of South Bay at a point where a railway cutting permits an easy over pass for the highway. A connection from the Westfield highway north of the railway would join the route at this point, and the proposed road would continue out the Millford peninsula to span the River to Bellevue Avenue on the City side. Thence it would connect directly with the new boulevard into Somerset Street and the central city. The route adds nothing in distance to the present one, eliminates all railway crossings, and can be made a limited access route because it runs through virtually undeveloped territory.

From the east, a similar road would leave the present highway at Brookville, follow a succession of valleys to the Sandy Point Road near the Pedersen farm, and again connect with the Somerset extension into the city.

By means of a connecting link between these east and west approach highways, a by-pass route is also provided which would permit through traffic having no business in the city to avoid all built-up areas. Such traffic in a city the size of Saint John has been estimated to be about 16% of all highway traffic.

The largest item in the overall project would be the bridge across the Saint John River. This would probably call for a suspension bridge about a hundred feet above the water. The river width at this point, which is the

narrowest above the Falls, is approximately 1250 feet, but the span could possibly be reduced if the profile of the river bottom permitted

Federal and provincial assistance in the project could be expected, since it would become a part of the regional highway system.

**Market Square:** A proposed traffic improvement at Market Square consists of splitting the traffic coming into the Square from Dock Street into two parts, one destined for Water Street and the greater part for Prince William and King, making it possible to raise the south-west side of the Square by some ten or twelve feet and provide a level run from the corner of Dock to the corner of King and Prince William. The central island would be altered in shape and two additional islands located in such a way as to give easy flow of traffic in and out of the Square from King Street, at the same time providing two convenient bus stops. Water Street traffic from Dock Street would swing slightly to the right and ramp down, as at present, to South Wharf, thence left and right into Water Street. Between this roadway and the main route on the higher level there would be a grass embankment suitably landscaped.

This proposal involves filling the upper, or east, end of Market Slip, and by continuing this fill as far as the West side of Ward Street, a parking place for some fifty cars would be provided, which, added to the twenty-five parking spaces along the lateral islands in the Square would help considerably in relieving the parking problem at this particular point.

With both ends of Market Slip closed off it would be possible to create a fine architectural feature of water, planting and perhaps a screen wall or war memorial at the western end. It is realized that Market Slip holds a strong tradition and sentiment for many Saint John citizens and that there may be considerable objection raised to any proposal to alter it. It would be difficult to deny, however, that as it stands, it presents a most untidy appearance, at low tide even repelling; or that as a vista from King Street, the main commercial centre of the city, it offers not even a pretence at the dignity which is required of it. Its use by small vessels, which could be accommodated in various other places more suitable to their type of business, is an unimportant consideration when weighed against the advantages of allowing rail and street access across the harbour end, improving traffic circulation at the Square, and generally "tidying up" this important area. The creation of a water feature, which could retain the name "Market Slip," with a lock to permit natural changing of the water, would serve adequately to preserve tradition.

Furthermore, the possibility of traffic circulation around the slip would tend to raise the value of property on North and South Wharf and might well encourage more important use of so desirable and convenient a frontage,

with a resulting improvement of the architecture. It would be a suitable place for new business buildings, as well as for restaurants and tourist attractions.

**Dock and Union:** The intersection of Dock-Mill and Union Streets is a very awkward one and the traffic density relatively high. Due largely to the difficult turn involved, Union Street is not used as much as it could be as access to and from the central shopping district. The buildings on the east side of Mill Street are obsolete, poorly maintained and even structurally unsound. It is recommended, therefore, that a widening be provided to form a separation with one-way traffic on each side which would facilitate an orderly flow of traffic and encourage the use of Union Street, thus relieving Market Square of some of the volume. Clearance of the obsolete buildings in the block between Union and North Streets would provide a fine site for new buildings, perhaps of a public or business type, and would further enhance this whole district, tying in with clearance opposite the Union Station.

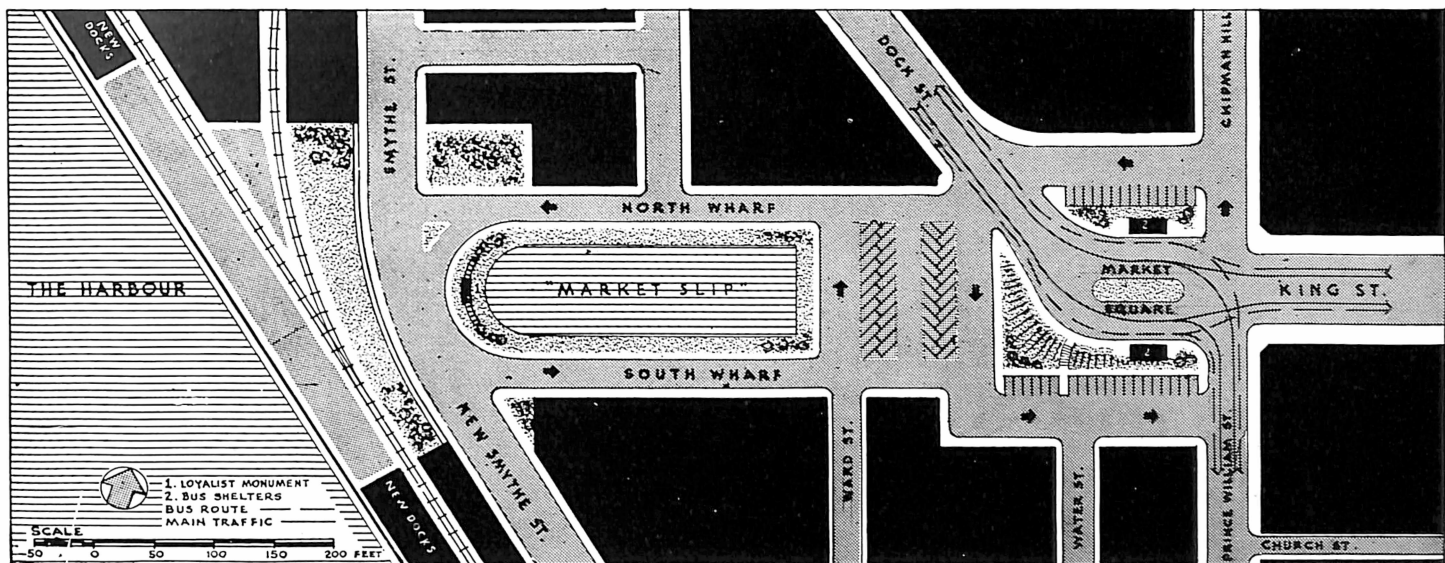
**Easterly Approach:** The approach to the centre of the city from the east is perhaps not as critical as the westerly approach. Nevertheless the situation at Haymarket Square, with the C.N.R. spur grade crossing's the conflicting traffic flow at Erin Street and the Square, and at the Prince Edward and Waterloo corner, leaves much to be desired.\* The area between Waterloo, the C.N.R. spur and Union Street must be considered as a slum clearance area to be redeveloped as a small neighbourhood unit. This means that heavy traffic must be made to pass around and not through it; that is to say Prince Edward Street must not be the main access route to the centre of town as it is at present. Waterloo Street, due to its gradient, especially under winter conditions, is not suitable as a main artery, and thus Erin Street must be considered.

Diversion of the C.N.R. spur from its present route across Erin and Haymarket Square, by turning it at the Cotton Mill to parallel Albion Street and thence across the mouth of Marsh Creek to link with the Dry Dock spur, would remove the two level crossings which hamper traffic at present. It would also permit the railway right of way from the Square to Erin to be used as a street which might be extended through to Albion and St. David as an alternative course for the main route. With Waterloo as a choice especially for eastbound traffic, Prince Edward could be blocked off to permit a desirable neighbourhood plan.

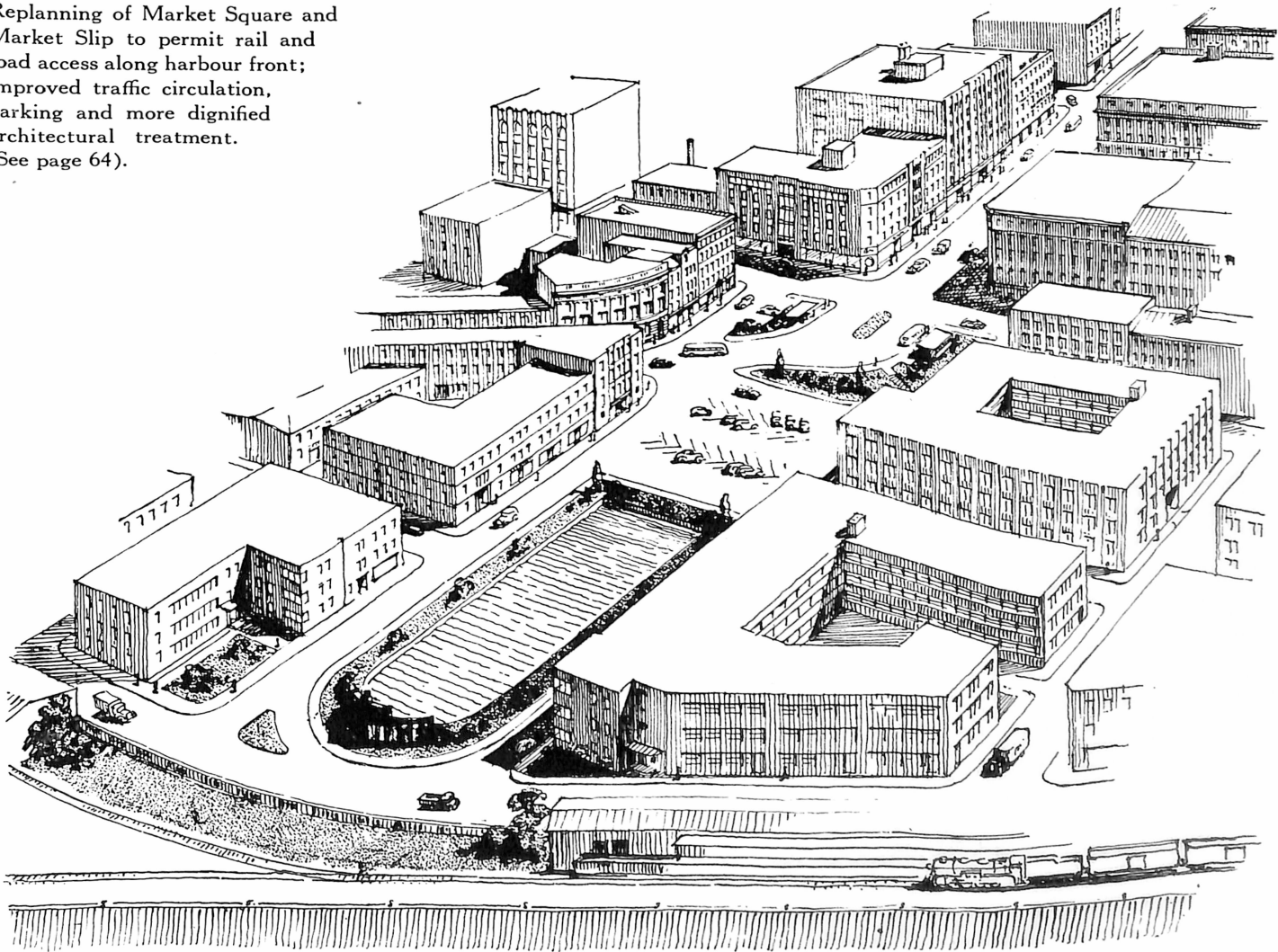
St. Patrick or St. David should be linked direct to the King Square area via Union Street to Wentworth and a cutoff behind the Red Ball Brewery, and across the Burial Ground to King Square North. This would provide for swift movement of traffic from the Central shopping hub on Union at Sydney and Charlotte, a result which is greatly to be desired.

\* See proposed replanning page 56

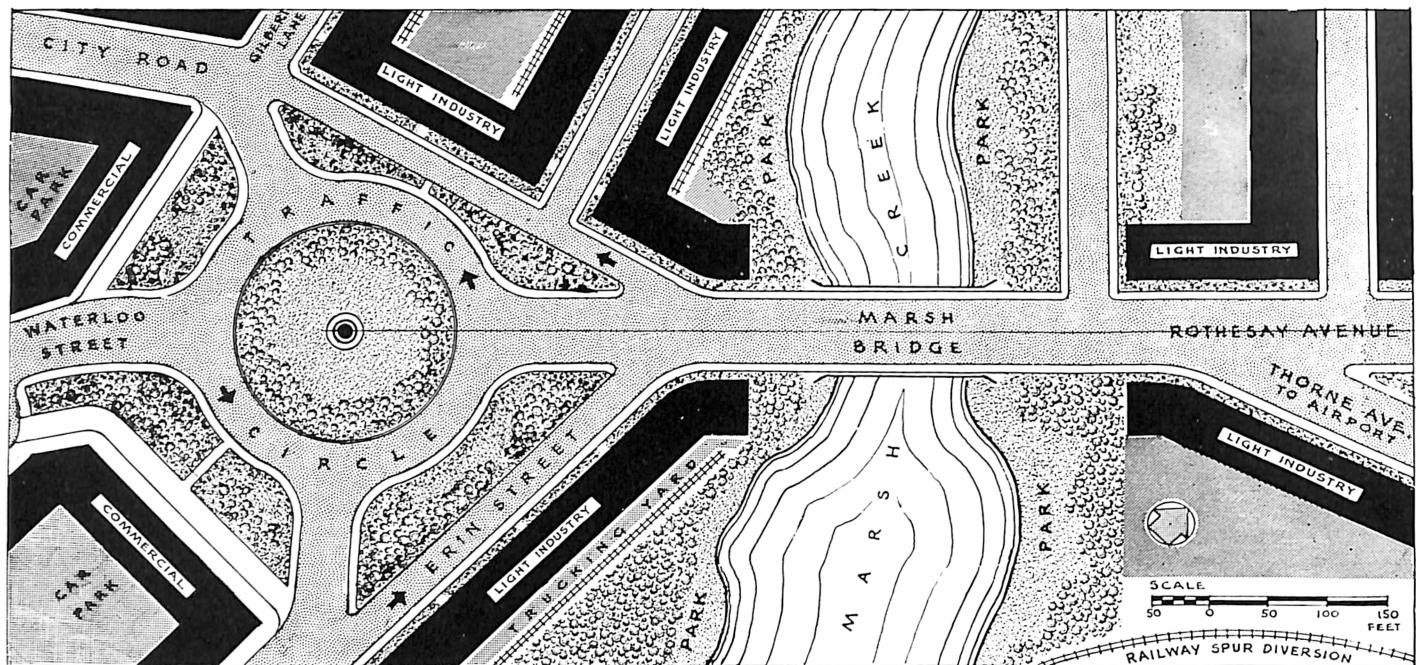




Replanning of Market Square and Market Slip to permit rail and road access along harbour front; improved traffic circulation, parking and more dignified architectural treatment. (See page 64).



With both ends of Market Slip closed off it would be possible to create a fine architectural feature besides allowing rail and street access across the harbour end, improving traffic circulation at the Square, and generally "tidying up" this important area. Furthermore, the possibility of traffic circulation around the slip would tend to raise the value of property on North and South Wharf and might well encourage more important use of so desirable and convenient a frontage.



**REPLANNING OF HAYMARKET SQUARE:** This proposal calls for the diversion of the railway spur which now crosses the square, but permits sidings to light manufacturing sites on each side. The traffic circle facilitates distribution at the main eastern entrance to the City and forms a dignified approach. Access to shops must be kept off the main traffic routes.

It is recognized that a proposal to cut a road across the Burial Ground will meet with strong opposition. However it must be pointed out that this road would roughly follow the course of the present path, and thus permit the park on either side to be maintained as an attractive green space. Since most of the old tombstones are on the hilly side of the ground, to the south, they need not be interfered with seriously.

**Grade Separations:** Grade separations are required not only at Mill Street, but also at the Falls Bridge end of Douglas Avenue, at Lancaster Avenue and Bridge Street, Fairville, at Rothesay Avenue near Russell Street and at Thorne Avenue near Kane's Corner. All are feasible by taking advantage of land contours.

**Special Intersections:** There are a number of busy street and highway intersections which call for special handling. These, like the grade separations mentioned above, have not yet been studied in detail.

**Public Transport:** Removal of the street cars and their tracks, and the use of buses for the local public transportation system is already recognized by the authorities as an immediate necessity. This proposal in itself will effect a very real improvement in local traffic congestion.

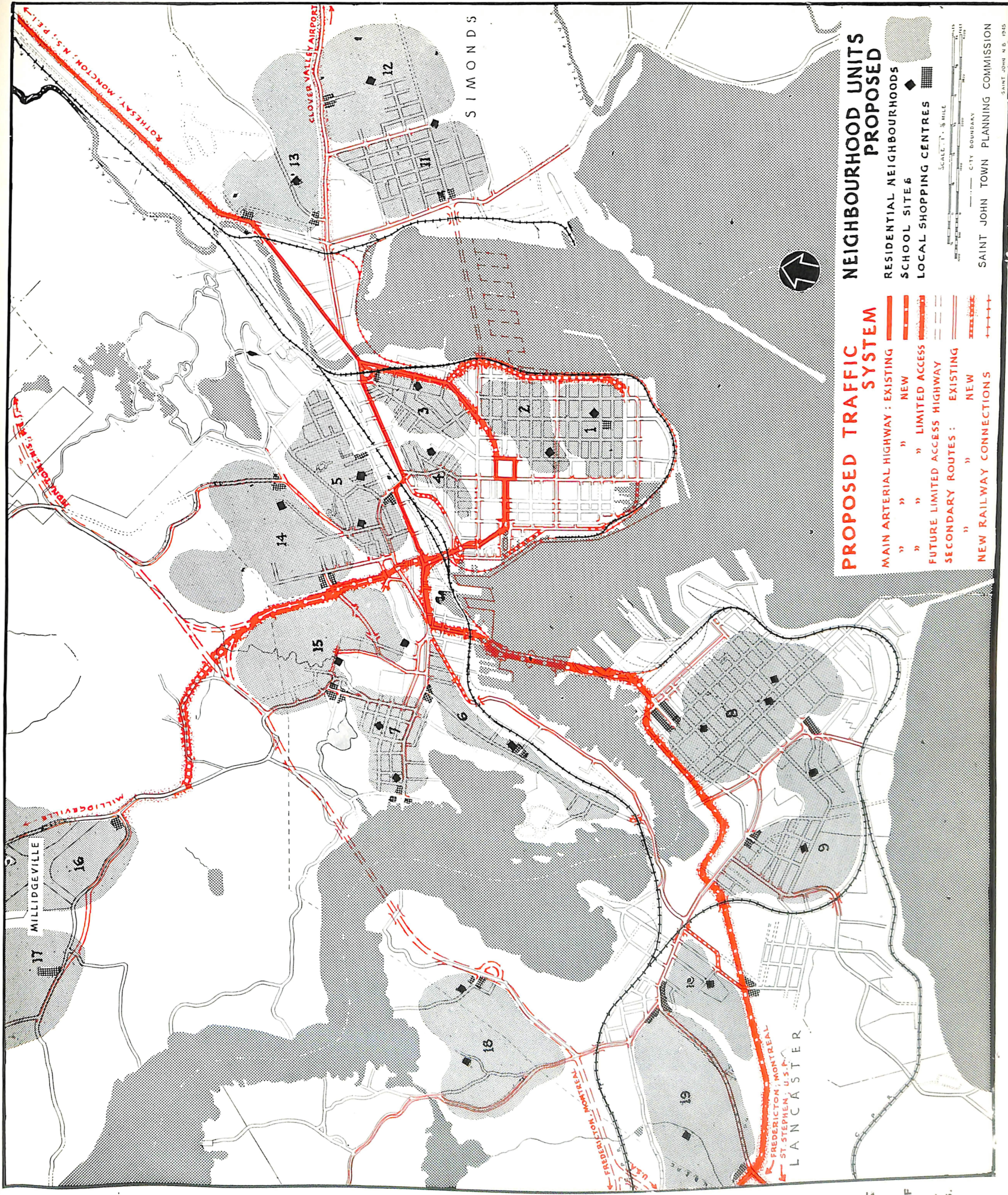
The removal of street cars will also afford the opportunity, mentioned elsewhere,\* to eliminate the car barns in the South End, and thus to provide additional park and recreation space in the neighbourhood. It will be important that a bus garage be not located on the same site, but a new site selected in an appropriate area.

\*See "Industry: Car Barns;" page 54.

Out-of-town bus service must be considered in a final plan for traffic circulation. The present bus terminal on King Street is extremely unsatisfactory from the point of view of both street and pedestrian traffic, and of the bus operation as well. A new site, for a new and well equipped terminal such as will be desirable, must be found. It will obviously be better if it is so located that the buses will need to travel over as few of the busy retail shopping streets as possible, while still being centrally located. Several suggestions are possible. Closing the southern end of Prince Edward Street, as suggested in the redevelopment plan of that neighbourhood, will afford a site for new commercial development which might very well include a bus terminal. An excellent location would be on Peel Street just north of Union, possibly closing off the street intersection to permit better bus and passenger circulation. This site would be close enough to the commercial centre to be readily accessible to commuters and long distance travellers, and at the same time would enable buses to avoid much of the more congested central traffic. A third possibility would be a new building on North or South Market Wharf, as part of the suggested plan for Market Square and the Slip; while still a fourth would be as part of the proposed new building development on the Germain Street end of the present City Market site.

**Parking and Off-Street Loading:** The local parking problem has not yet been studied in detail, beyond the suggestion at Market Square. There is obviously an urgent need for additional off-street parking facilities in an area within two or three blocks of the main business and commercial streets. In certain cases it should be





- PROPOSED TRAFFIC SYSTEM**
- MAIN ARTERIAL HIGHWAY : EXISTING (solid red line)
  - " " " " NEW (dashed red line)
  - " " " " LIMITED ACCESS (dotted red line)
  - FUTURE LIMITED ACCESS HIGHWAY (dashed red line with cross-ticks)
  - SECONDARY ROUTES : EXISTING (solid black line)
  - " " " " NEW (dashed black line)
  - NEW RAILWAY CONNECTIONS (line with cross-ticks)

- NEIGHBOURHOOD UNITS PROPOSED**
- RESIDENTIAL NEIGHBOURHOODS (shaded grey area)
  - SCHOOL SITE 6 (diamond symbol)
  - LOCAL SHOPPING CENTRES (diamond symbol)

SCALE 1" = 1/2 MILE  
 CITY BOUNDARY  
 SAINT JOHN TOWN PLANNING COMMISSION  
 SAINT JOHN N.B. 1955

PERMITS SEGREGATION OF TRAFFIC TYPES; MORE EFFICIENT INTER-COMMUNICATION BY NEW LOCAL AND THROUGH ARTERIES; GRADE SEPARATION; CONTROL OF FLANKING DEVELOPMENT AND BY-PASSING OF RESIDENTIAL NEIGHBOURHOODS.



possible to provide these spaces by minor rearrangements in the streets and by expropriation of unused land. It is an essential part of the overall traffic solution, as is the provision of off-street loading space by and for all commercial or industrial establishments whose activities involve frequent access by commercial vehicles, or which front on main traffic routes. The nuisance value and the delays caused by the existing situations on most of the busy streets are tremendous. In some cases, such as on Dock Street, it is necessary for coal delivery trucks, for instance, to park at right angles across the sidewalk, forcing pedestrians into the centre of the street and blocking a lane of traffic. Space for private cars to park convenient to theatres, the station, and other public places, and again

off the public thoroughfares, are also needed, and an amendment to the zoning by-law must be considered to provide means for achieving it.

An attempt has already been made (January, 1946) to provide off-street loading for premises in the Sydney, Union, Charlotte, King Square block, by an expropriation by the City of portions of properties in the block, the cost to be liquidated over a period of years by a small levy added to the taxes of those property holders benefitting directly.\* Full agreement on the plan has not yet been reached, but the principle is sound and must be applied to other central blocks as well.

\*This recommendation of the Town Planning Commission became a reality in 1946.



Market Square and the lower end of King Street seen across the head of Market Slip. The Slip, filled in at this end for parking space, and architecturally treated as a water-feature, would provide a suitably dignified civic amenity at this important point, while retaining its historical value. At the same time an untidy eyesore would be removed, and wasted space would be put to useful purpose at a critical traffic point.

# SCHOOL FACILITIES

## Existing Conditions

THE majority of the twenty-three City schools are of obsolete design, and many of them are in need of replacement. Most classrooms are designed to accommodate forty-eight pupils, whereas modern standards require considerably less pupils per room, the desirable figure frequently being set as low as thirty.

On the basis of present enrolment and present maximum capacity, only two schools in 1944 were overcrowded, and the enrolment generally was well below capacity. The overall average shows thirty-four pupils per classroom.

Considering thirty-six per room as a reasonable standard at which to aim, there are nine overcrowded schools, although the corresponding total capacity of city schools, is still roughly 1000 higher than the 1944 enrolment. The overcrowded schools are in the north central section of the city, and include some of the most dilapidated buildings. Only two schools (New Albert and the High School) have gymnasiums; and eight lack proper assembly hall facilities.

The schools are reasonably well distributed for the population they serve; but the actual siting, from the point of view of accessibility, street traffic, and environment, leaves much to be desired. The most serious problem is lack of playground facilities; by modern standards, which require 100 square feet of playground per pupil, only four of the city schools have sufficient play space. Thirteen have less than half the required space, and such playgrounds as are provided are mostly of an unsuitable nature.

The High School is completely lacking in outdoor recreation facilities. Contemporary desirable standards require as high as ten acres for a high school. The Saint John High School is extremely poorly located, but even if it were better situated, ten acres of ground would seem impossible of achievement within the developed area of the city, and some lower standard will have to be accepted unless it is ever possible to relocate the school and take advantage of some public playfield. The minimum step which should be taken to improve the immediate problem is to close that part of Canterbury Street abutting the High School and converting the space into playground. This section of Canterbury, with only a rock cut facing

CITY SCHOOLS ‡	Enrolment, June, 1944	Capacity 36 per Class	Playground in sq. ft. (Approx.)	Additional Playground required*	Condition of Building (School Board)	Preliminary Master Plan Recommendation (Long-term)
Aberdeen.....	231	252	27300	.....	Fair	Remove (industry)
Alexandra.....	371	360	10000	26000	Fair	Replace (extend site)
Centennial.....	386	375	17100	20400	Replacement	Relocate (Pr. Edward St.)
Dufferin.....	409	375	None	.....	Fair	Relocate (Rifle Range)
Holy Trinity.....	387	343	9500	24800	Good	Extend playground
King Edward.....	337	Nil	25500	14500	Burned	Replace (extend site)
King George.....	308	324	40000	.....	Good	.....
LaTour.....	173	216	40500	.....	Fair	Relocate (Queen Square W.)
Lorne.....	326	336	27900	5700	Good	Extend Playground
New Albert †.....	510	626	None	62600	Good	Playground (King St. W.)
St. John Baptist.....	262	300	35000	.....	Fair	Replace
St. Joseph's.....	282	375	2100	35400	Replacement	Relocate
St. Patrick's.....	336	360	44100	.....	Good	.....
St. Peter's Boys'.....	397	375	15000	22500	Good	Extend playground
St. Peter's Girls'.....	381	324	15000	17400	Good	Extend playground
St. Thomas'.....	195	143	5200	9100	Fair	Remove (industry)
St. Vincent's Boys'.....	483	510	15000	60500	Good	Replace with adequate playgrounds
St. Vincent's Girls'.....	312	245			Replacement	
Victoria †.....	592	648	7500	57300	Replacement	Relocate
Winter Street †.....	656	576	11200	46400	Replacement	Relocate (Parks St.) (retain annex)

‡ Millidgeville, Sandy Point, Vocational omitted. Annexes counted with main building.

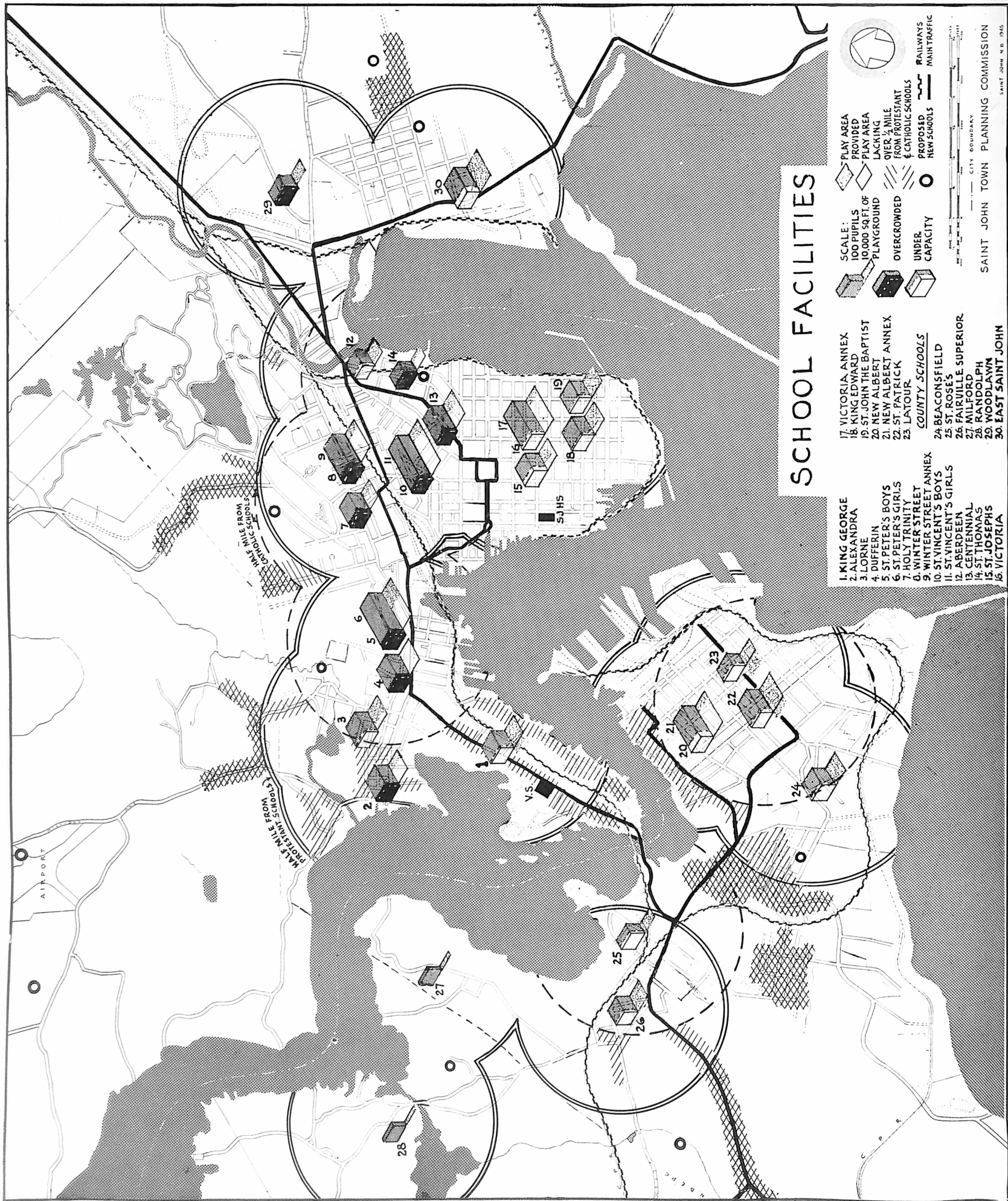
\* Playground Requirements based on standard of 100 square feet per child.

† Indicates annex included.

NOTE: Seven County Schools in the fringe area have an enrolment of 1250, capacity of about 1400. Only one, Woodlawn, is overcrowded. Play space in surrounding open land is generally adequate, but will not remain so as development occurs. Land should be acquired now by the School Board.

Data from City and County School Boards.

The recommendations for existing schools dovetail with suggested sites for additional schools to serve new residential neighbourhoods, and should be finalized in collaboration with the School Boards to meet changing educational requirements.



# SCHOOL FACILITIES

- 1. KING GEORGE
- 2. ALEXANDRA
- 3. LORNE
- 4. DUFFERIN
- 5. ST. PETER'S BOYS
- 6. ST. PETER'S GIRLS
- 7. HOLY TRINITY
- 8. WINTER STREET
- 9. WINTER STREET ANNEX
- 10. ST. VINCENT'S BOYS
- 11. ST. VINCENT'S GIRLS
- 12. ABERDEEN
- 13. CENTENNIAL
- 14. ST. THOMAS
- 15. ST. JOSEPH'S
- 16. VICTORIA

- 17. VICTORIA ANNEX
- 18. KING EDWARD
- 19. ST. JOHN THE BAPTIST
- 20. NEW ALBERT
- 21. NEW ALBERT ANNEX
- 22. ST. PATRICK
- 23. LAURENCE
- 24. BEACONSFIELD
- 25. ST. ROSE'S
- 26. FAIRVILLE SUPERIOR
- 27. MILFORD
- 28. RANDOLPH
- 29. WOODLAWN
- 30. EAST SAINT JOHN

**SCALE:**

- 100 PUPILS
- 10,000 SQ. FT. OF PLAYGROUND
- OVERCROWDED
- UNDER CAPACITY

**PLAY AREA**

- PROVIDED
- PLAY AREA LACKING
- OVER 1/2 MILE FROM PROTESTANT
- PROPOSED NEW SCHOOLS

**RAILWAYS**

**MAINT. TRAFFIC**

**CITY BOUNDARY**

**TOWN PLANNING COMMISSION**

**SAINT JOHN N.B. 1944**

SHOWING SCHOOL AND PLAY- GROUND ACCOM- MODATION IN RELATION TO REQUIRE- MENTS, 1944.



the school, is unimportant to traffic and could well be surrendered.

Total school enrolment in the urban area rose from 10,175 in 1929 to a peak of 11,279 in 1937, and dropped to 10,222 in 1943. City school enrolment in 1929 was 9,150; in 1933, 9,880; and in 1944, 8,612.

### Future School Population

Based on the sharply increased number of births since 1940, but making reasonable allowance for the exodus of wartime population, it would appear that there will be a peak in the school enrolment about ten years hence when the number of school children may be expected to be as high as fourteen or fifteen thousand as against about ten thousand in 1944. This figure would fall again as the effect of the wartime births passes, and it would be unnecessary to plan a building programme to take care of that number. But it would seem likely that there will be a considerably increased school enrolment for a period of years, starting about 1950, and the programme must take this into account. Normal population growth would keep the school numbers high even after the "war babies" have passed through the schools.

### Religious Segregation

The system of separate schools for Protestants and Catholics does not make the distribution of schools to serve future population groupings any easier. It is obviously wasteful to have to provide duplicate facilities in every neighbourhood, and the present situation which exists in some cases of having two adjoining playgrounds — one more than adequate and the other well below the required area — separated by a fence is, to say the least, anachronistic.

The ratio of Catholic to total city school enrolment has risen from 33% in 1929 to 37% in 1944. Present total Catholic school capacity is only 41 pupils over total Catholic school enrolment. It is estimated that there are 162 Catholic grade school children to every 1000 of the Catholic population as against 135 Protestant grade school children per 1000 Protestants; or in other words, for every 1000 of the total population there are 89 Protestant school children and 55 Catholic. Thus, theoretically, for each neighbourhood of 5000 people there should be Protestant grade school capacity for about 450 pupils and a Catholic school for 275. Unfortunately, the neighbourhoods will not necessarily have the same ratio of Catholics as in the overall population, and it becomes impossible to plan a school programme at all accurately on the separate school system.

### Future Requirements

Any programme for new school buildings must be the

result of collaboration between the Town Planning Commission and the school authorities, so that it will fit into the broad scheme of development and redevelopment and also meet the requirements of changing standards of education.

Replacement of obsolete schools will call for some relocation where future residential districts can best be served, where adequate playgrounds can be provided, and where access can be easy and safe from heavy traffic routes. A preliminary review of the situation would indicate that most of the existing sites could be retained, with the exception of those in slum clearance areas and one or two, such as Winter Street, which are too large at present and could well be split into two sites.

The accompanying table lists the city schools with their enrolment and desirable capacity and suggests their ultimate disposition. As new residential neighbourhoods are developed schools must obviously be located as ideally as possible, and in some cases the redistribution of population will mean that these new schools will replace a few of the centrally located buildings. (Dufferin School, for instance, could be abandoned for a new building further north in the rifle range area, thus providing adequate playgrounds for the two St. Peter's Schools where Dufferin now stands.)

Future schools, with their playground space, can and should form the nuclei of neighbourhoods; the buildings providing accommodation for adult community activities thus making use of the buildings full time; and the playgrounds forming part of the neighbourhood recreation area and park.

**High School.** In spite of the fact that the present High School is a relatively new and up-to-date building, it must be recommended that as soon as the opportunity presents itself to dispose of the building for other purposes, it should be relocated in a more sensible place. Selection of a good site to permit at least a reasonable portion of the requisite playfield space is extremely difficult, and the only suggestion which it seems possible to make is that space be reserved for a high school building as part of the suggested Shamrock Grounds-Rifle Range development (see "Recreation" page 72) the sports fields being available to the school.

With increased population in the parishes it will doubtless become necessary to provide high schools in East Saint John and particularly on the West Side. Another high school to serve the two Millidgeville neighbourhoods when they develop will also be required.

Any possibility of a university extension in Saint John would pose another problem of location, but such a development need not be directly connected with any residential area and a site could doubtless be found to accommodate it.

## RECREATION

### Children's Playgrounds

**T**HE inadequacy of school playgrounds is discussed under the section on schools. There is an even worse lack of equipped and supervised playgrounds for small children, and of sports and ground facilities for adult recreation.

The National Recreation Association in the United States sets a desirable standard for neighbourhood playgrounds at one acre for each 800 of the population, the grounds situated to serve areas not over one quarter mile in radius. Saint John with about 5 acres of children's playgrounds, and no neighbourhood facilities for adult recreation, has .06 acres for each 800, or 1/16th of the standard. (Other authorities have set even higher space requirements).

The following is a list of Saint John's children's play facilities:

#### East Saint John:

One area near the East Saint John Fire Station has swing sets, teeters, etc. Not supervised.

#### Central Area:

Haymarket Square: Temporary Playground on borrowed land, directly on main traffic artery. Equipped with shelter, running water, toilet facilities, swings, slides, teeters, sand boxes. Supervised during the summer and during the winter when space is flooded for skating. Area .25 acres. Equipment provided by the Rotary Club.

Albion Street: Fairly well equipped (including a pool) and supervised during the summer months. Area 1.25 acres. Equipped by Canadian Lebanon Association.

South End: An area very poorly situated at the perimeter of the neighbourhood served, directly adjacent to the railway and close to Industries. Partially equipped and supervised during the summer. Has a shelter, swings and slides. Area 1.25 acres. Sponsored by the Kinsmen's Club.

Sheriff Street: A very small playground serving a large community, supervised during the summer months. Reasonably well situated. Partially equipped. Area .25 acres. Sponsored by the Kiwanis Club.

Visart Street: Privately equipped and supervised. Very small. Sponsored by the Kiwanis Club.

Douglas Street: Equipped playground operated by the

Redemptorist Fathers of St. Peter's Church. Removed from traffic streets, but not well related to its neighbourhood. Area .5 acres.

**West Saint John and Lancaster:** One playground situated on Winslow Street. Well situated away from traffic, readily accessible. Has a hut for storing equipment, slides, teeters, etc. Plans under way for shelter with toilet facilities. Can be used as a skating rink in winter. Supervised in summer.

It is true that the vacant land to be found throughout the built-up area, and also the proximity of undeveloped land on the outskirts of the built-up area, provide certain opportunities at least to keep children of the fringe districts off the streets. In most cases, however, these opportunities are cancelled out by the nature and situation of the land, which is usually vacant because it was unsuitable for buildings, and is thus even worse for playground; and, which is frequently used as a dumping ground, or is badly located near railway or industry. It is also to be noted that none of the existing playgrounds has grass on it, the playing surface usually being cinders or dirt and far from suitable.

### Adult Recreation

The National Recreation Association standard for playfields, i.e., recreation areas for adults including high school ages, requires an acre of playfield for each 800 of the population, the site located within one-half to one mile of every home.

Of the once available sport fields, two (the "K" grounds and the East End grounds at Marsh Creek) are occupied by the Army, leaving only the Allison grounds and the Shamrock grounds, plus an open space in East Saint John used for baseball and skating. West Saint John's baseball field was lost to Wartime Housing. Thus instead of eighty-five acres Saint John has about ten acres, to which, however, should be added the swimming and boating facilities of Rockwood Park, which is however difficult of access.\*

\* The total area of Rockwood Park, plus Tucker Park, both in the rugged and undeveloped northern area of the City, is very large in relation to the population. Except for Lily Lake, however, and the bridle and footpaths, the Parks are completely wild and of no use for recreational purposes. Tucker Park would be of more use to the City if it were opened up to very low density residential development of houses providing their own services, since it offers many of the rural and scenic attractions for which people today are moving several miles outside City limits.

The Allison ground has a very small wooden "bleachers," but inadequate changing and no shower facilities. Being the only field available for High School sports, about a mile away from the High School, players must change at home or at the school and return in the clothes in which they have played. At the Shamrock grounds there are no facilities of any kind, the field itself being nothing but a level bare space, poorly drained.

There are no public facilities for tennis, golf, or similar games. The half dozen or so tennis courts in the metropolitan area are privately controlled and in doubtful condition. There were once two golf courses in the area. Portland Place Course, a private club, was abandoned and subsequently acquired by the City as a housing site for which it is undoubtedly needed. Ridgewood, another private course, has now been purchased by the Dominion Government as a site for a Veterans' Hospital, leaving the city lacking any golfing facilities except two private clubs seven and fifteen miles out of town.

Swimming is available at Lily Lake, close to the centre though somewhat difficult of access, and at Dominion Park, five miles by road from the centre of town. Both places are publicly controlled parks. Lily Lake is not served by public transportation and should be. The changing and locker room facilities are shoddy and quite inadequate, and there is a general lack of attractiveness about the buildings and waterfront. It would be an excellent place for a restaurant operated as a concession from the City and properly controlled. Dominion Park, recently acquired by the Municipality, also lacks proper facilities and attractiveness in its buildings, and should gradually be improved. There are another four beaches some three or four miles out, also lacking transportation and adequate dressing room.

Winter sports facilities are limited to a few open air rinks, the "Forum" commercial skating and hockey arena, and skiing in the undeveloped northern area. Private clubs provide curling.

It is not necessary in this report to argue the value to the citizens of the community of an active participation in various kinds of sports. With the return to peacetime conditions there will doubtless be greatly increased enthusiasm for both active and "spectator" participation in adult games, and a plan for future development of the city would be incomplete without consideration being given to the provision of land suitable for such purposes.

It is certainly the duty of the Commission to plan for an improvement in the deplorable playground situation by allowing adequate spaces, properly distributed, for children's equipped play facilities to serve each neighbourhood.

## Plan Provision

The proposed sites for children's playgrounds are in part described in connection with the neighbourhoods which they respectively serve, as are adult recreation facilities incorporated within neighbourhood units.

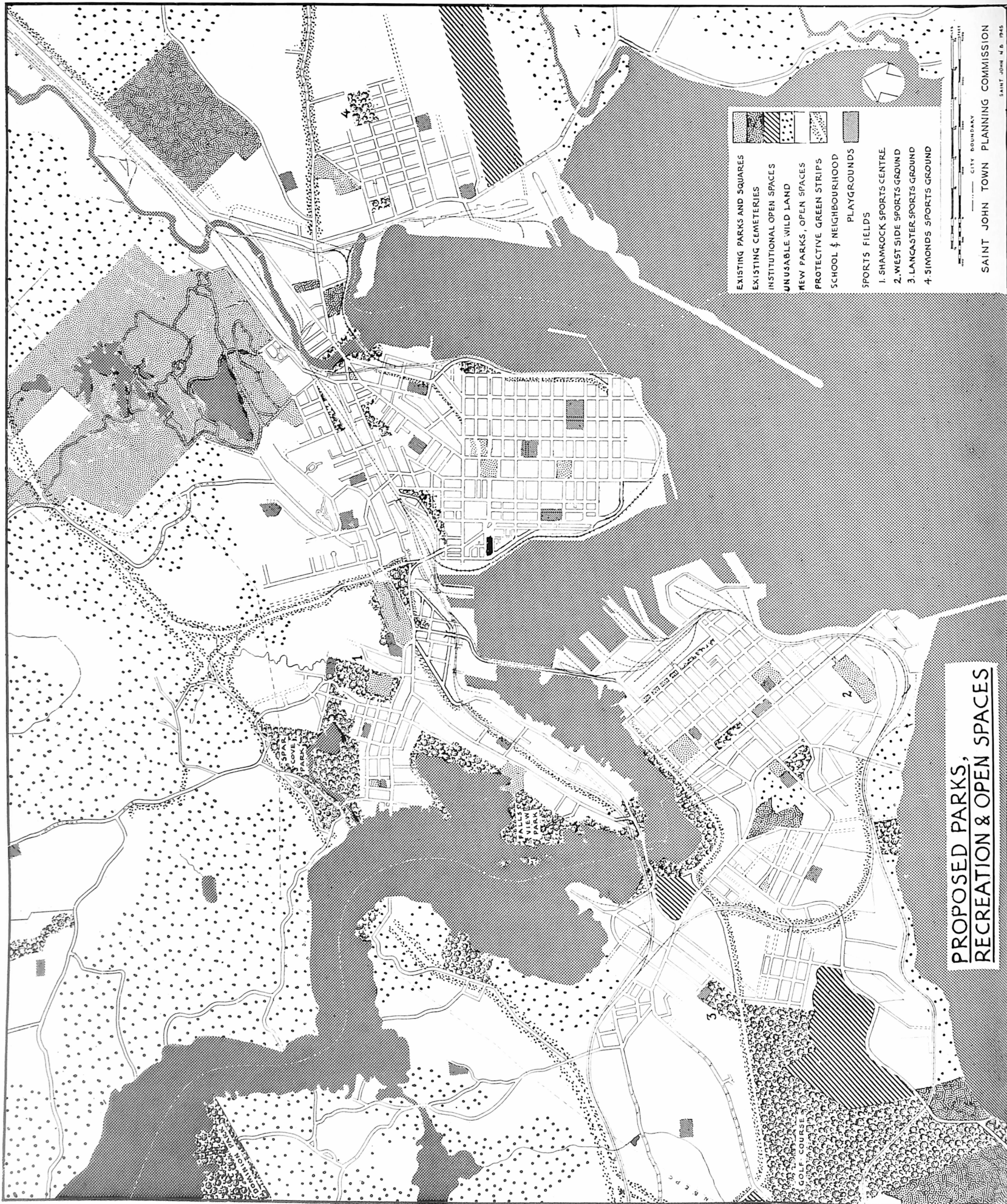
**Sport Fields:** For organized sports and adult recreation it is desirable to define a district "sports centre." The Shamrock grounds has been considered the most suitable location for such a centre. It is reasonably centrally located in relation to the entire developed area as proposed. It is convenient to main traffic arteries, both existing and projected. Furthermore it is capable of being expanded northward onto the abandoned Rifle Range to accommodate all necessary facilities, including sports field, tennis courts, swimming pool, together with grandstand and recreation building complete with gymnasium, bowling, changing rooms, lockers and showers, and club rooms and cafeteria, etc., etc. There would also be adequate room for automobile parking. For this reason it is recommended that the old Rifle Range property be acquired from the Dominion Government, and the land more adequately drained by the lowering of Newman Brook at Adelaide Street,\* as is also suggested in the section on residential development areas. With such development of the Shamrock Grounds, the "K" Grounds, now occupied by the Army, would be made available for residential use in conjunction with the Portland Place development.

In connection with the City Sports Centre it has been well suggested that such should be developed in conjunction with Exhibition Grounds and buildings to replace those acquired by the Dominion Government and destroyed by fire. The proposal thus envisages the use of the Centre for a dual purpose, the buildings providing auditorium-convention hall, etc., which would also be the exhibition hall for the period of the annual exhibition. Similarly a part at least of the grounds could be used for out-of-doors exhibits and for "fair" or "circus" entertainments as well as for park and sports purposes. Possible disadvantages of such a scheme would be damage to playing fields during the exhibition use of them, and the location of the exhibition in or adjoining a residential area (as in the case of the Shamrock Grounds). These factors, it is believed, are outweighed by the advantages of the scheme, and if the Shamrock Grounds can accommodate all the necessary facilities they should certainly be seriously considered as the location of the Exhibition Grounds as well as the Sports Centre.

It is also desirable that the West Side and East Saint John should each have a sports centre. These should also provide a full-size playfield and tennis courts, with a small

\* Both these recommendations have now been carried out by the City.





PARKS AND SPORTS FIELDS, WITH SCHOOL AND NEIGHBOURHOOD PLAYGROUNDS, TO PROVIDE AMENITY AND RECREATION ACCESSIBLE TO ALL.

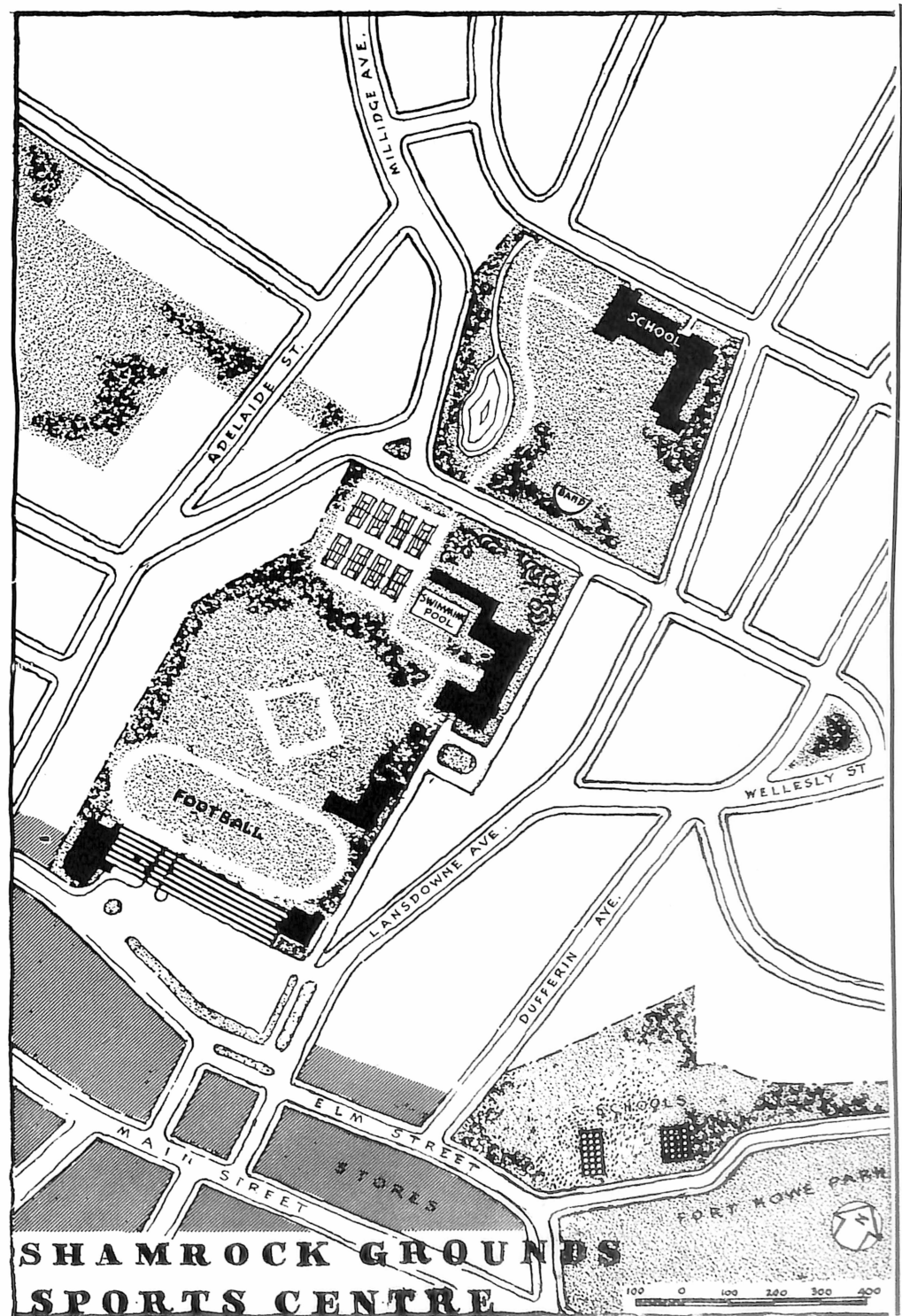
clubhouse, but they would be secondary to the Shamrock Grounds which would accommodate major sporting events such as inter-city and exhibition matches. Sites for the two "Parish" sports fields are suggested in the preliminary plan, one east of existing development in East Saint John, the other in the Lancaster Vale.

**Parks:** In addition to the existing city parks, several new parks and protective green strips are recommended in the preliminary Master Plan. These are covered under the section on Civic Amenities, but attention should be drawn to the recreational opportunities of two of these new open spaces. The proposed park at the east end of Union Street and the strip continuing along Courtenay Bay and dividing residential areas from the railway and the proposed belt roadway both provide space for tennis courts and similar games, readily accessible to all residents of the main peninsula. Such facilities cannot readily be provided elsewhere in the central area, and constitute an added argument for development of this park strip. The view across Courtenay Bay is a fine one. If and when the Bay is ever used for port expansion, this park should be retained, industrial development confined to the north and east of the Bay.

**Greenbelt:** A natural "greenbelt" or limiting open space around built-up areas, is provided for Saint John by the character of the surrounding land, together with existing uses which include the County Hospital and Industrial Home property, Fernhill Cemetery, Rockwood Park, the future Government Hospital development on the old Ridgewood Golf Course and the Protestant Orphanage land. Desirably these uses should be maintained by zoning to link up natural features such as the Little River and Marsh Creek low land, the rough terrain of Stanley Ward, and the low land south of Manawagonish Road

where a possible golf course has been suggested. Zoned as "agricultural," this greenbelt will effectively stop the indiscriminate spreading of the built-up area. Similar limiting open spaces

around individual neighbourhoods, wherever feasible, are to be desired, and in several instances are provided by the natural characteristics of the land.



## CIVIC DESIGN AND AMENITIES

### Maintenance of Open Spaces

**S**AINT JOHN has a naturally beautiful site. The cause of the city's ugliness is primarily human and only to a minor degree economic. Lack of guidance, example and control in the past has resulted in the appalling drab untidiness which dominates the city's appearance. It does not require great sums of money to maintain private property in at least an orderly condition, but it does demand a sense of community responsibility and a pride of property, both of which characteristics are all too rarely apparent in the area.

Without example and co-operation there is less incentive to maintain individual property in a presentable state, and the local authorities as well as large establishments are partly to blame for conditions. It is of great importance that public property as well as the lands and buildings belonging to prominent commercial and industrial establishments should provide leadership in the matter of embellishment. While there are several companies whose property is kept in model condition, there are a great many along the main streets or visible from them which have been allowed to deteriorate to disgraceful condition.

The irresponsible use of vacant land and even the yards of occupied property as rubbish and junk heaps must be condemned and by-laws enforced to put a stop to it. Gradual improvement of the garbage collection facilities will help. Even in public places and recreation areas the land is rendered dangerous as well as hideous by the wanton breakage of bottles and general litter. Such sabotage of public amenities indicates the need of education, and particularly the lack of a sense of public responsibility in children and youths due to poor home and school environment, as well as the need of more rigid police control.

### Abandoned Structures

Apart from the question of the untidiness of yards, and vacant land, there is the deplorable tendency not to remove the wrecks of buildings which have been burned or which have fallen down, or which have been merely abandoned as unfit for use. While there are numerous examples of this manifestation of irresponsibility throughout the area, one in particular worth mentioning is the ruins\* of an old wooden structure directly facing the Union

\* Since removed.

Station — where every visitor cannot fail to have his first impression of the city seriously affected by it. A by-law should unquestionably exist to force removal of this type of eyesore by the property owner or by the local authority at the owner's expense. Another instance of this kind of neglect, though in this case not attributable to Saint John citizens, is the ruins of the old stone magazine behind Fort Howe; here an historic relic was demolished for no apparent purpose by the military authorities, who have not as yet seen fit to remove the debris from an open space visible from a considerable distance. Much of the waterfront area, which could add to the appearance of the city and offer charm for the tourist, is rendered ugly and untidy by abandoned and dilapidated wharves and piling. Particularly disgraceful is the waterfront along both sides of the River between the Falls and the Harbour, and also the northern end of the Harbour itself.

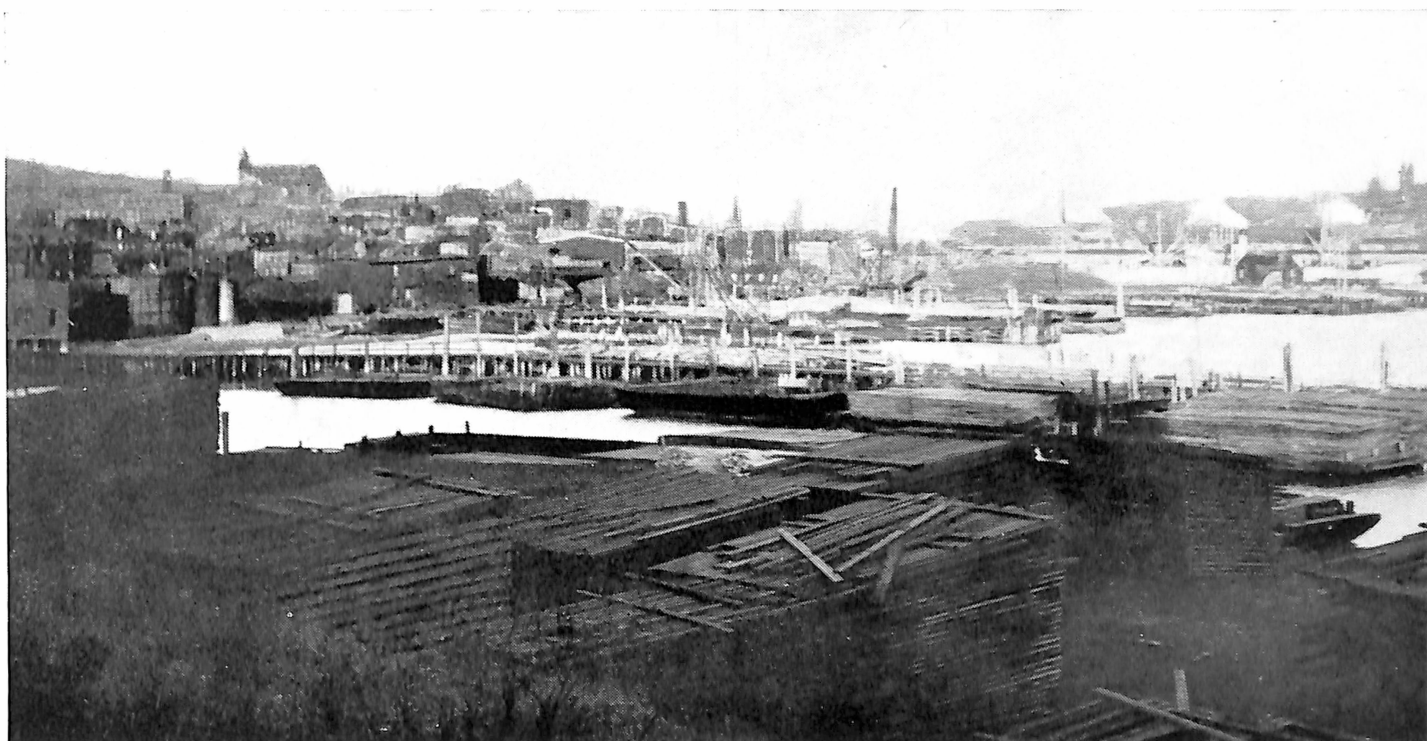
### Architecture

Domestic architecture as an important factor in the mental welfare of the citizen and in the impression on the visitor has been discussed under Housing. The design of public buildings and large commercial or even industrial establishments, which being located in central areas are exposed to the view of all, are likewise important. With many such new buildings needed in the business and commercial districts there is a great opportunity to replace the ugly structures which were erected after the fire with examples of good contemporary architecture. In the past, however, even some of the largest and wealthiest concerns have inflicted upon the city eyesores which are devoid of any architectural merit whatever. Public taste is not sufficiently formed, nor public opinion strong enough, to discourage further similar slights upon the dignity of a city like Saint John, and unless sound architectural control can be applied to certain sections of the city, nothing can improve the situation except perhaps the example of those establishments which recognize their civic responsibility as well as the commercial value of employing first class architectural services.

### Parks and Open Spaces

The treatment and maintenance of public and private open spaces (other than yards and vacant lots) can set example for civic embellishment. There are many potentially beautiful spaces which are ignored, and which if





Dilapidated wharves and piling, dangerous for the slum children who play on them, make the northern end of the Harbor ugly and untidy. This is a potential industrial site with rail and ocean access. Alternately it could be inexpensively converted into a pleasant water-front park.

appropriately landscaped would provide fine parks not only to improve the city's appearance, but to take advantage of the scenic views of the city, harbour and surrounding territory. The preliminary Master Plan incorporates several recommendations for parks and open spaces designed to improve civic amenities as well as to serve more practical ends.

### Trees

Saint John is notably lacking in trees. The few squares and streets where trees have been planted stand out pleasantly in contrast to those drab ones, bristling with telephone and telegraph poles, which predominate. While it will never be possible to grow large trees in most parts of the central city, various kinds of trees can undoubtedly be cultivated. Even small trees and shrubs will greatly improve the general appearance and in many places will prove invaluable as noise and dirt screens adjacent to industrial areas or highways. The citizens might well form an association to plant and care for one tree for every citizen of Saint John who served in the armed forces in World War II.

### Haymarket Square - Marsh Creek

The entrance to the city from the east leaves much to be desired, particularly at the Marsh Creek Bridge. A traffic improvement at this point, and Haymarket Square,

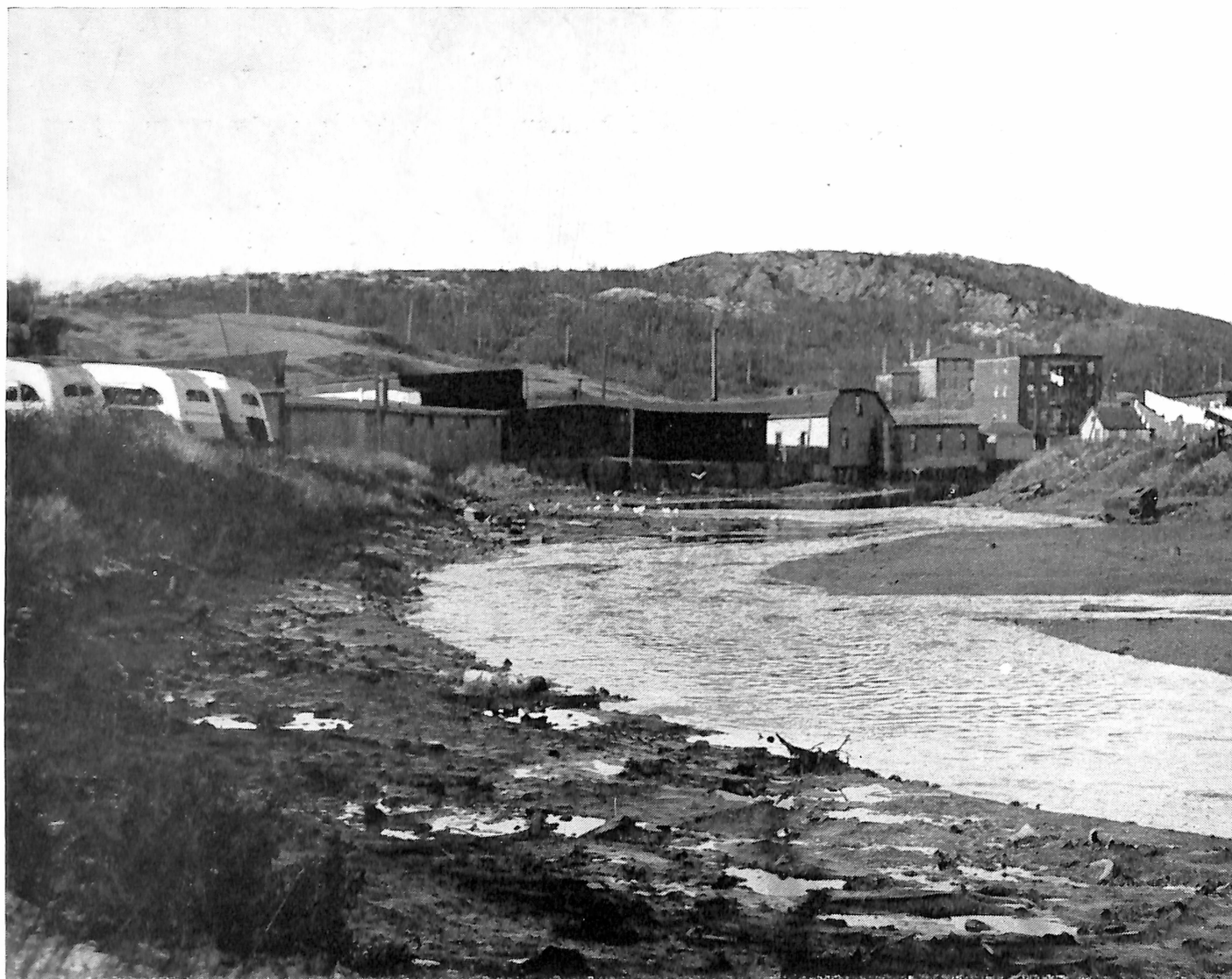
is proposed in another section of this report.\* The clearance of slum dwellings in the area would be included in a general slum clearance project, and this would enable some of the land facing the Square, Rothesay and Thorne Avenues, and the Creek, to be used for light industrial purposes, having access to rail or highway. This redevelopment, however, must include a cleaning up of the banks of Marsh Creek, both north and south of the Bridge. This location is not well suited to a public park, but a field stone retaining wall flanking the Creek and an open space reservation on either side of the Creek, planted with grass, shrubs and trees would serve to convert the Bridge area into a presentable "gateway" of the city proper; help to screen the railway and industrial property; and frame the view of Courtenay Bay.

The traffic roundabouts east of the Bridge and at Haymarket Square with landscaped "islands" would combine with an effective treatment of the Creek itself to create a dignified and beautiful approach.

### Fort Howe - Main Street Area

Fort Howe with its view of city and harbour is an ideal location for a suitably maintained civic park combined with a tourist lookout, information centre and museum of

\* See "Easterly Approach," page 64.



This is Marsh Creek at low tide, immediately above the Marsh Bridge. Not only is it a disgrace considered as a view from the only eastern entrance to the City, but it also constitutes a serious danger to health, since sewage serving some 12,000 of the population empties raw within a few feet of this spot and remains there stationary while the bridge tide gates are closed at high tide. A reasonable expenditure could embellish the area suitably.

Saint John history. With a direct access to it from the Station area, as would be provided by the northern access route discussed under Traffic Circulation,\* its popularity with visitors and residents alike would be increased, and if the new limited access route via the northern area materializes Fort Howe lookout would be directly on the main road into the city, affording a magnificent panorama of the city, harbour and Bay of Fundy as the tourist's first view of the port.

The area immediately below Rockland Road west of Millidge Street is now occupied by some of the worst and ugliest slum dwellings in the city, and because of the steep

site, they are visible from many sections of the town. Under slum clearance they must be removed, and because the site is too steep for rehousing, it is recommended that the area be transformed, by simple landscaping, into a hillside park. An inexpensive rock garden treatment, with Moore Street as a level place for benches, would make of the blighted spot a fine green space to improve the overall appearance at this important central part of the city, and to act as a protective strip between railway, port and industrial uses below and residential districts above.

It may prove necessary to retain some of the commercial uses along this section of Main Street, but if so, they should be thinned out, their appearance improved, and only such uses as are logical in the location allowed to remain.

\* See "Northern Access," page 63.

## Fort La Tour

Much has been heard regarding the restoration of Fort LaTour on its site at Portland Point. The scheme can be realized when the slums from Long Wharf to Harrison Street are cleared. A diagonal road from Chesley Street underpass to Main Street at Rockland Road, and the connection from Main to the Harbour Bridge will leave a small area where Portland Street Church stands. This area is too high above the railway and water for industry and too isolated for dwellings. It should logically be developed as an historical site, parked and landscaped, with the restored Fort as part of the scheme.

## Reversing Falls Area

Several schemes have been developed before this for a park overlooking the Reversing Falls. The proposal should obviously be carried out, and the land now used as a dump landscaped and provided with parking space. It would be an ideal place for a restaurant and a dance hall, but such facilities should be closely supervised by the city under an operating concession in order to ensure proper maintenance. The lumber yard now occupying part of the area should desirably be relocated or at least confined to the easterly portion of the point where it would be inoffensive. If it were removed, there is no reason why apartments should not be erected on part of the site, but steps should be taken to ensure suitable character and proper maintenance. The whole point should be treated in the manner of a park which should connect with the Memorial Park on Douglas Avenue.

Across the river lies one of the industrial eyesores of the city, imposing itself into any view of the Falls. Failing its removal steps should be taken to improve its appearance; light coloured paint and groups of trees in front of it would go far to achieve this result.

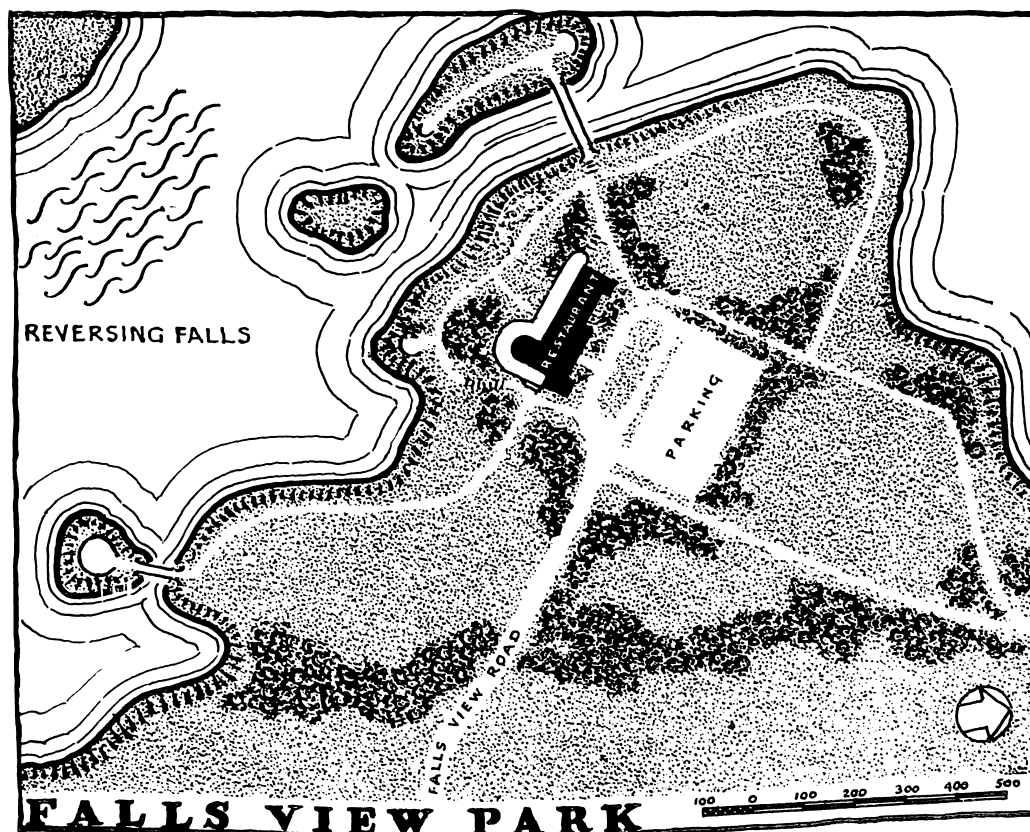
The banks of the river gorge on either side of the two bridges should be grassed and planted with shrubs and evergreens, and the road running upstream from the bridge on the west bank should be provided with a parking space and suitably landscaped.

Downstream from the bridge, on the west bank, a new roadway has been suggested as a short cut access to West Saint John. Such a proposal, although considerably cheaper, ranks a poor third in the suggested methods of shortening the road route to the West Side,\* but should not be overlooked as a possible parkway. The argument that it would provide a good view of the Falls is, however, open to question.

At the westerly end of Chesley Street measures must be taken to force a cleaning up of certain small industrial operations which present a disgraceful appearance from both sides of the river.

Further embellishment in the central part of the city should include the steep hillsides unsuitable for building, and which are now badly neglected, flanking Pond Street, City Road, and between the railway and Wright Street. Landscaping of these strips would provide protection between industry and residential areas as well as beautifying exposed hillsides.

\*See "West Side Access," page 62.





## TOURIST BUSINESS

**T**OURIST traffic is of great importance in Saint John's economy. It is desirable that tourist traffic should be encouraged to enter the city provided there are sufficient attractions to interest the tourist and impel him to linger.

Under present conditions the tourist is not attracted to Saint John except by ill-founded artificial means, and nothing about the city presents any encouragement for him to stay. To force him into the heart of the business and shopping districts by routing him through the heaviest traffic is psychologically wrong. Once in the city his most likely reaction is to seek the quickest route out of it.

The unpleasant truth is that Saint John is one of the ugliest cities in Canada, due entirely to mistreatment of its natural beauties by the hand of man. Slums and eyesores confront the visitor on every side, and to the visitor arriving from some fine city via the beautiful countryside around Saint John, the ugliness is glaring and painful and unsoftened by familiarity as it is to local residents. Added to this impression is the extreme annoyance of traversing the approaches to the city with their tortuous bottlenecked streets, as any motorist arriving for the first time will confirm. No forcing of the motorist out of his way in the hope that he will stop and buy, and no amount of publicity can give him anything but a resentful attitude to the city which delays him en route to more pleasant attractions; and such a reputation outweighs and outspreads the propaganda of tourist literature.

The City of Saint John has ample scope for building up tourist attractions. An open country access parkway permitting speedy entrance to the city for tourist, commuter, business traveller and commercial vehicle alike, such as the suggested northern highway, is one of the brightest ones.

For those entering the City from this northern route the proposed outlook park at Fort Howe would provide a valuable tourist introduction to the city, presenting, as it would, a view of the city and port from a rare vantage point which in itself would lure the visitor into town. The boulevard descending the hill from Fort Howe, as it passes across Rockland Road would be an unusually dramatic entrance to the city, which would be viewed thence for the first time, the remainder of the approach having been through the back country with high land hiding the city proper.

Other items in an overall scheme to attract tourists might include an up-to-date hotel in the vicinity of Tucker

Park, overlooking the river and offering tennis, swimming, boating. Easily accessible, within ten minutes by car from the City, it would also be almost directly on the tourist's route in or out of town. Such an hotel would undoubtedly attract the sportsman headed for or returning from sports camps up country, as a headquarters between his holiday camp and his trip home.

Two tourist camps might also be considered to be let out by concession by the City, or the Tourist Bureau, which would supervise operation and standard of service. They could be located on east and west approaches to the turn-off from the northern highway to the city, in order to "catch" travellers in both directions. These, like the hotel, would become most popular with the tourists of the future who will undoubtedly prefer to stop overnight in open country resting places than in standard commercial city hotels.

Tourist accommodation, restaurants or roadhouses and places of entertainment located on the approaches to the city and catering to local residents as well as travellers must be adequately financed and attractively situated, designed and equipped. Cheap, ugly camps, hot-dog stands and dance halls carelessly built along the highways will not attract tourists, nor will they long interest residents. They will harm rather than benefit the tourist trade. On the other hand, high standards in this kind of business, comparable to similar accommodations in the United States (but preferably with local colour), will always attract trade. Tourists will pay well for good accommodation and there are undoubtedly handsome profits to be realized in any properly operated venture of this sort.

The development of Falls View Park as a tourist attraction has been discussed under "Parks." Other tourist attractions which should be developed include a restaurant overlooking the Harbour, perhaps at Fort Howe or perhaps even directly on the waterfront, where Saint John specialties would be served, and genuine Saint John souvenirs, such as handicrafts, pottery, paintings and so on might be on sale, rather than artificial imported stock novelties stamped with the name "Saint John."

All these, together with the gradual improvement of the architecture and planning of the city itself, are the type of attractions which will change the tourist attitude from one of disappointment to one of pleasure and eagerness to see more of the city.

# ZONING AND LAND USE

## Basis For Zoning

**T**HE Zoning By-Law, with the Zoning Map, must be based upon a survey of the amount of land presently occupied by various types of "use" in the community, together with a reasonable forecast of the areas which will be required by these uses in the future. It must be an instrument designed to suit the adopted Master Plan, and in fact the achievement of various parts of the plan will be dependent upon the zoning provisions. As an integral part of the Master Plan it should be revised every few years to meet changing conditions and new demands, but it is of utmost importance that any changes in the zoning map be the result of careful consideration of such conditions with the overall long-term scheme of development always in mind. On no account should changes to the text of the by-law or to the zoning map be made under pressure, either from an individual or a group, or for political expediency, which may interfere with the future accomplishment of some part of the Master Plan ultimately necessary to the community welfare. No part of the Master Plan should be altered, once adopted, unless changing conditions conclusively prove that it has become forever unnecessary or unless an equally workable alternative provision can be substituted to achieve the same result.

## The Saint John By-Law

The Saint John Zoning By-Law and Map, now in force, is in need of immediate revision beyond the changes which have already been adopted by the Common Council on the recommendation of the Commission. The Map does not meet existing conditions or reasonable supposition of immediate future needs in a number of ways. A reasonably accurate land use map has been prepared covering the developed area of the City. As yet, however, it has not been possible to compute accurately the areas actually occupied by the various types of use. It is recommended that steps be taken to extend the land use survey to the Parishes on a lot by lot basis as has been done for the city. Based on the existing knowledge, however, it is apparent that there is definite overzoning for single family dwellings, particularly in certain large concentrations; and especially for semi-detached two family dwellings, which are a comparatively rare type in Saint John. Most of the present residential zones outside the built-up sections are merely expansions outwards of present uses, with little regard for

neighbourhood requirements, or in some cases for land structure, since there are instances of land zoned for single family use which is quite unsuitable for development with services.

There is perhaps too much land on the central peninsula and in the North End zoned for multiple dwellings, leaving insufficient areas where single or two family houses will be protected from apartments being erected on the adjoining lots.

The zoning for commercial uses, apart from the central business district, is open to criticism on the ground that, on the one hand, existing ribbon development of shops along main traffic arteries has been preserved, while in outlying residential areas there is inadequate provision for local neighbourhood shops. Main and Prince Edward Streets are examples of the first error, and East Saint John and parts of Lancaster of the second. "Local business" under the existing by-law means corner shops around a street intersection, frequently a busy traffic crossing — as at Manchester's Corner and Kane's Corner, for instance. This cannot be considered good practice and it is much more desirable to allow a slightly larger zone along each side of a secondary street and not crossing, preferably not even touching, a major traffic street. It will not be any more difficult to zone in this way, especially when traffic can be routed to one side of a residential development, than to select one intersection for shops at the expense of another intersection. In few instances have the corner shops been located in accordance with the existing zoning map, and thus a change in the method of establishing local shopping centres will not work any serious hardship or interfere with any well-established business areas.

## Local Shopping

It will not be possible to establish local shopping centres designed as architectural units and provided with off-street parking spaces by zoning alone. This desirable modern type of neighbourhood shopping development, which has been adopted successfully in many places, particularly in the United States, can only be brought about in presently built-up neighbourhoods by co-operation between local merchants, at the instigation of a citizens' group, or as a commercial building project for rental; or in new residential developments as part of a housing scheme or sub-division enterprise as a condition of the sale or lease of property for commercial purposes.

## Special Clauses

Certain revisions to the existing Saint John by-law are still required. One of particular importance is in connection with rear access and light requirements in the case of commercial blocks in the central parts of the city, where the standard clause does not meet specific local conditions. A clause should also be considered to meet the case of existing residential buildings in zones which for reasons of servicing conditions should be altered from "single family" to "agricultural" use; to permit alterations or additions to property which would thus become non-conforming without appeal. Consideration must also be given to the problem of existing sub-divisions where no services exist and where lots are too small to permit adequate private water and sewerage provision. It is an obvious and most unfortunate weakness in the existing legislation that because of old registered but unsound subdivisions, the very conditions which planning seeks to correct may be continued, prejudicing health and amenity and eventually liable to be unnecessarily costly to the public purse.

The following table shows the areas within the Town Planning Boundary presently zoned under the various categories of the existing by-law:

Zone	Description	Area (acres)	Net acres
A	Single family	1374	net acres
B	2 family — semi-detached	465	" "
C	2 family — duplex	152	" "
D	3 storey multiple	213	" "
E	6 storey multiple	10	" "
G	3 storey business	72	" "
H	General business	34	" "
I	Light Industry	480	" "
J	Heavy industry	363	" "
K	Agricultural	18739	" "
L	Public park	1698	" "

With streets, roads, railways and minor waters included, the Town Planning Area covers approximately 25,000 acres.

(Note: "F" — Local Business Zone, is not defined and is negligible)  
The total city area is 9,050 acres, with 1,950 acres developed.

About 800 acres are developed in Lancaster, and about 600 in Simonds.

Existing residential zoning, if developed to the limit under the by-law, would accommodate 158,100 people.

The following changes in the Zoning Map have already been approved by the Common Council but not yet advertised as required.\*

1. Princess Street, Charlotte to Sydney, both sides to 3-storey business, "G."
2. Rockwood Court area to multiple housing, "D."
3. Land recently added to Rockwood Park, to Public Park, "L."
4. Area in Lancaster west of City Line, to duplex, "C."
5. Area south of West Side playground to light industry, "I."
6. Semi-detached area in East Saint John to duplex, "C."

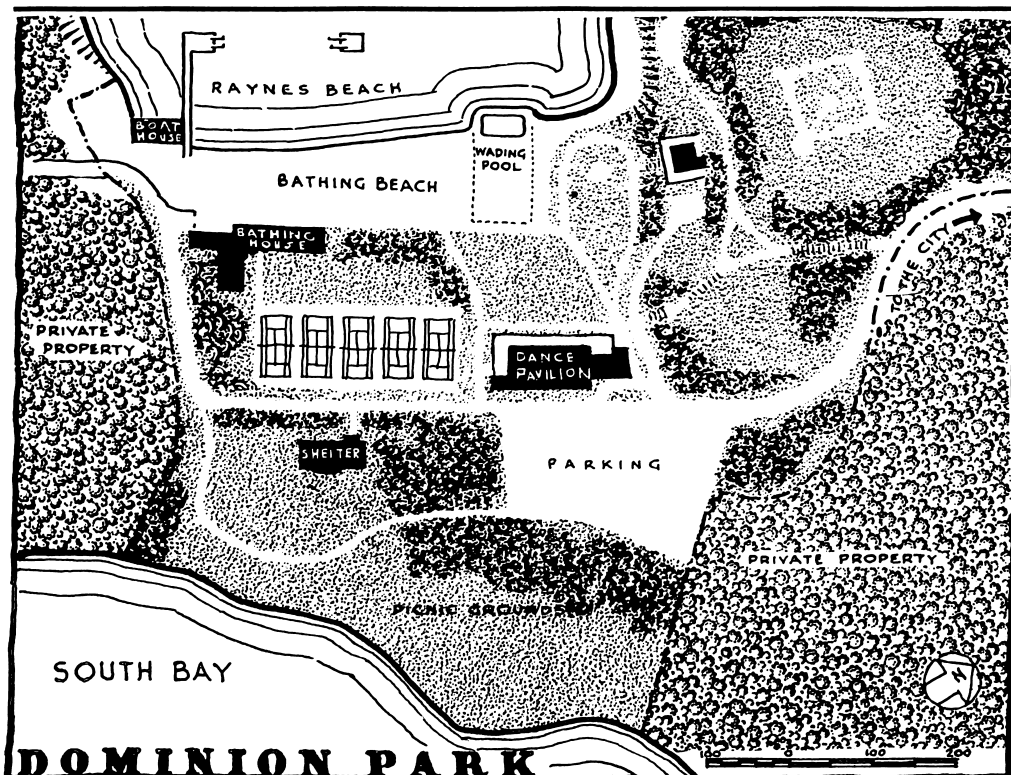
The following additional changes in zoning are recommended as immediate necessities: (other changes will obviously be required when a final Master Plan is adopted).

1. Area between C.P.R. and back of Douglas Avenue properties from light industry to Public Park.
2. Area above Chesley Street to Light Industry.
3. Area between Rothesay Avenue and C.N.R. as far as 3-mile House all to Light Industry.

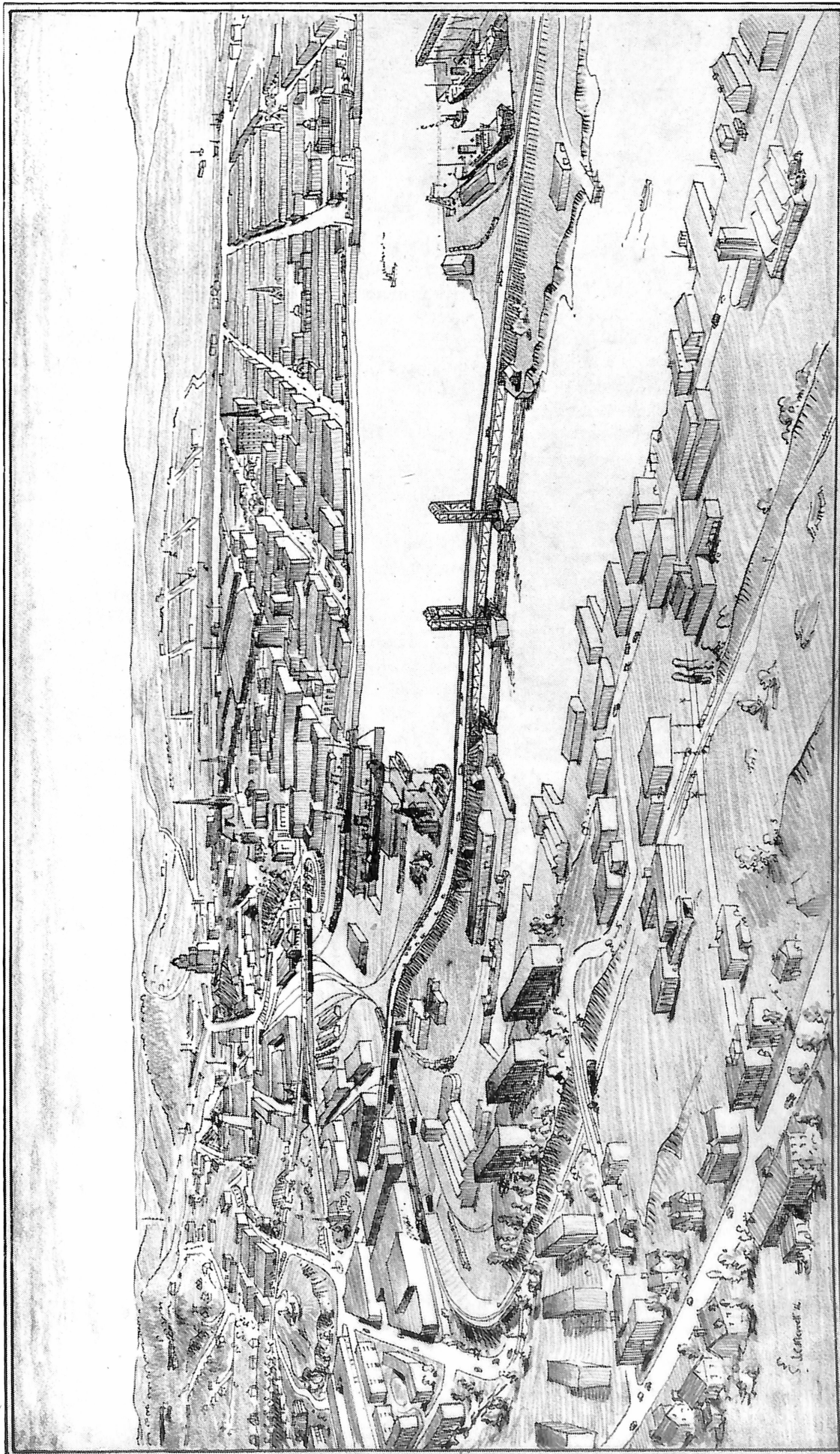
## Other Legislation Required

Certain other legislation will become necessary, some of which has been discussed by the Commission, such as acquisition for limited access thoroughfares, a new major street by-law, and extension of control to some areas beyond the planning boundaries.

\* At the time of going to press all of these changes have been advertised and have now become part of the Official Zoning Map.







CRANSTON AVE. MT. PLEASANT AREA	GENERAL HOSPITAL	ADMIRAL BEATTY HOTEL	DRY DOCK. COURTENAY BAY
NORTHERN ACCESS ROAD ★	UNION STATION	KING ST.	CUSTOMS HOUSE
FORT HOWE PARK ★	MILL ST. VIADUCT ★	"MARKET SLIP" ★	EAST HARBOUR FRONT
CHESLEY ST. EXTENSION ★	PRINCESS HELENE DOCK ★	HARBOUR BRIDGE (LIFT SPAN) AND APPROACHES ★	WEST SIDE DOCKS
APARTMENT BLOCK SITES ★	CANADIAN PACIFIC RAILWAY	THE RIVER	
PROVINCIAL MUSEUM. DOUGLAS AVENUE	C. P. R.	CHESLEY ST. AND INDUSTRIAL ZONE ★	

BIRDSEYE SKETCH OF THE CENTRAL CITY, looking North-East over Douglas Ave. Peninsula and showing some of the Master Plan Proposals. ★

# REALIZATION AND ADMINISTRATION

## Furthering the Plan

**T**HE achievement of various parts of the Master Plan requires a most carefully worked out program. The individual projects should be set forth in order of priority according to the estimated needs and a suitable timing schedule. It will be equally important that the local authorities, once a Master Plan has been adopted, formulate a financing program to cover the local community's share of the public works projects to dovetail with their priority rating.

In this connection, there are certain steps which the Town Planning Commission must undertake. In the first place, public interest, which has been raised to an encouragingly high pitch through the exhibition of preliminary plan studies and proposals, must be maintained. While the public has apparently reacted enthusiastically, and is generally favourable to the proposals, both individually and as an overall scheme, there is a feeling among some sections that the plan is not financially feasible, or that its execution would raise the tax rate and thus could not be endorsed. It is possible to refute these arguments with hard facts and figures, and approximate estimates of costs of various projects set against estimates of the direct and indirect financial wastage which they would correct, or against financial returns which would result from them, is one of the first and important studies which the Commission should make. Assistance from outside sources, such as the railway companies and agencies of the Federal and Provincial Governments, towards certain public works projects, should also be investigated.

The Town Planning Act provides for calling of public meetings to discuss the plan, and this step should be taken. Continued direct publicity designed further to explain the nature and meaning of the plan and the long term feasibility of it from the financial viewpoint, as well as the benefits to be derived from its execution socially and economically, must be maintained through press and radio.

Some time ago it was recommended that the Commission meet various companies and public boards to discuss with them their needs in relation to the general development scheme. These meetings should be arranged as soon as possible. They should include discussions with the Industrial Commission, the Board of Trade, the Harbour Commission, the School Board, the Recreation and Parks Commissions, the two railway companies, the local and out-of-town bus operators, and possibly others.\*

\* Some of these discussions have since taken place.

The sub-committees of the Commission should now be able to carry forward various phases of the overall plan. It is imperative to the success of planning that the Commission as a whole take a more active part in the development of the final Master Plan for adoption by the Councils than has been the case up to this point.

## Administration of Existing Legislation

There is a real danger that the Zoning by-law may be weakened, may even break down, due to the fact that the members of the Zoning Appeal Board, although they are anxious to support the Commission and to administer the law effectively, are not sufficiently well acquainted with the background and process of zoning and have not yet had enough experience in dealing with appeals. There is a considerable volume of material on this subject available from various sources, including the American Society of Planning Officials. It is recommended that some of the publications, sufficient to familiarize the Board with zoning practice and to serve as reference material, be acquired for its use. It is further suggested that the Chairman of the Board, and perhaps the four other members as well, be made members of the A.S.P.O. \*in order that they may receive the monthly bulletin of the organization which contains references to current zoning administration problems, and also that they may obtain new publications from time to time. The future success of planning depends to a very large degree on the administration of the Zoning By-Law, and also of the Sub-division By-Law.

The Building Inspector, as the official responsible for the administration of the Zoning By-Law, should likewise become a member of the A.S.P.O. and familiarize himself with the principles and processes of zoning. A brief correspondence course in Local Planning Administration is available through the International City Managers' Association, which would further facilitate his work. The Building Inspector's is a position particularly important to the successful control of land use, and that responsibility should be recognized in an adequate salary as well as in such addition to his staff of personnel as may be found necessary to assist him. In this connection, the establishment of a public bureau for information and assistance in connection with housing, as has already been recommended, would make easier the problem of informing the public regarding planning legislation.

\* Both of these suggestions have been implemented.

# ROUGH PRELIMINARY TIME SCHEDULE FOR PUBLIC WORKS PROJECTS

## 1st Stage (immediate start required)

**Housing:** Development of Portland Place, Adelaide Street and Rifle Range, Cranston Avenue and Parks Property for housing.  
Erection of at least 1000 dwelling units on those areas and the redevelopment section below Main Street.  
Development of Services in Manawagonish and Lancaster Heights areas in Lancaster.  
Extension of Services eastward from East Saint John.  
Slum Clearance of "Area No. 1."

**Traffic:** Mill Street Viaduct, approaches, and Main Street widening to Portland Street.  
Harbour Bridge and approaches.  
Extension of Mill Street to Somerset Street.  
Grade separations at Lancaster Avenue and South Bay crossings.  
Market Square, new layout.

**Schools:** King Edward, Winter, Victoria, "Portland," "Mount Pleasant," (together with playgrounds).

**Parks:** "LaTour," Fort Howe and its southward extension, Dominion Park.

**Recreation:** Shamrock Grounds and extension on Rifle Range.  
West Side Playgrounds.

**Industry:** Development along C.P.R. south of Main Street.  
Harbour Commission work, Long Wharf and West Side.  
Development at South End (Courtenay Bay) and additional warehousing facilities in City Road area.

## 2nd Stage (5 to 10 years)

**Housing:** Development of Millidgeville areas; 500 units.  
Development of "Orphanage property," Lancaster, with services.  
Clearance of Slum area No. 2; New City Market.

**Traffic:** Highway link from Manchester's corner to Water Street West.  
Diversion of C.N.R. at Marsh Creek; Haymarket Square redevelopment.  
Closing Prince Edward Street; widening Erin and St. Patrick; new road across Burial Ground to Union and St. Patrick.  
Grade separations at Thorne, Rothesay Avenues.  
Various intersection improvements.  
Trucking route from Smythe Street through Water and Crown Streets.  
Boulevard Somerset Street to Millidgeville.

**Industry:** Development along C.N.R., Thorne and Rothesay Avenues.  
Harbour Commission work on Harbour East Side.  
C.N.R. link Union Station to Pettingill.

**Parks:** Courtenay Bay Strip.  
Market Slip Development.  
Falls View Park.

**Schools:** "Millidgeville," "Manawagonish," "Loch Lomond," "East Saint John," "Centennial," "Aberdeen," "LaTour."

**Recreation:** East Saint John, Lancaster Sports Fields, Lily Lake.

## 3rd Stage (to start when required)

**Housing:** South End, West Saint John, Development of services at Milford.

**Traffic:** New access Highway via Milford Bridge.

**Industry:** Courtenay Bay reclamation.



# REPORT ON PROGRESS UNDER THE MASTER PLAN FOR THE YEAR 1946

By D. A. Sutherland

EXECUTIVE SECRETARY OF THE TOWN PLANNING COMMISSION

THE first year since the presentation of the Saint John Preliminary Master Plan Report has coincided with the first post-war year and has been one of continuing abnormal conditions. Among the conditions having particular influence on progress under the Plan have been: (1) the first readjustments of industry and commerce, involving extensive property transfers, expansion and remodelling of plants and business establishments together with new capital investments in building construction at possibly the highest cost on record, a condition which will presumably become even more apparent in the next year or two; (2) social readjustment and abnormalities marked by a certain amount of employment dislocation, an acceleration of pre-war tendencies particularly in regard to the location of home building, and by the return to the city of large numbers of service personnel; (3) aggravation of the already acute housing situation coupled with excessive building costs; and (4) a presumed sharp increase in traffic, both local and from outside the city, including tourists.

Under such conditions it would be surprising if the Master Plan proposals had been carried out in strict adherence to the suggested schedule and without resort, under pressure, to some degree of elasticity in the provisions of the plan and the powers under which they are administered. It is, in fact, remarkable and encouraging that so much has been accomplished and so little conceded. This is not to say that there should be any relaxing of the prodding to get things done nor of the watchfulness to maintain the controls, nor any undue anticipation of future concessions. It means only that while as yet the Mill Street Viaduct, for instance, has not begun to take form, nor have any slums been cleared, the progress to date is heartening rather than discouraging. The fact that no single spectacular project has yet been accomplished has led to a few thoughtless remarks to the effect that nothing has been done and that the plan has been forgotten. This is far from the truth. Looking over the preliminary timing schedule for public works projects, it is possible to report progress under every head.

## Housing

About three-quarters of Portland Place, north of Fort Howe, has been developed with the laying of services and streets as planned or approved by this Commission. At

the request of the City, Wartime Housing Limited has erected two hundred housing units and is now in process of developing an additional fifty units on this property, which was originally acquired by the City on the Commission's recommendation.

The Rifle Range property has also been acquired within the past year and the first step toward conditioning it for housing has been completed in the drainage of the area by the lowering of the Newman Brook outlet under Adelaide Street. By the spring of 1947 this land could be ready to receive housing development.

In regard to slum clearance, while it is not possible for obvious reasons to describe them specifically, preparations have already been started to undertake the first clearance and rehousing scheme.

In Lancaster the Parish authorities already have extended water and sewerage services considerably, on the Green Head Road to accommodate Veterans' housing units and particularly in Lancaster Heights, where, in fact, a new development of 106 houses, built by Housing Enterprises Limited, is nearing completion.

The sewage disposal situation east of the Marsh Bridge was the subject of a special recommendation by this Commission to the Municipal Council, which has resulted in the appointment of a special committee to investigate conditions, and a first report has already been submitted which substantially confirms the Commission's recommendations.

Further, under the head of Services, insofar as they affect housing conditions, is the great improvement achieved at Spar Cove where a new sewer has been installed into tidal water designed to accommodate all surface and possible future drainage over a large area including Portland Place, Rifle Range, Cranston Avenue and Parks property.

Private housing continues to develop in the Cranston Avenue Area, adding to the rapidly increasing population north of the Fort Howe ridge, and indicating a natural rather than an artificially induced trend in this direction, thus underlining the immediate necessity of installing further streets and services in the whole section from the Sandy Point Road to the Rifle Range, and adding further proof of the need of the Mill Street Viaduct to Somerset Street connection.

### Traffic

Negotiations have been opened between the various parties, including the Federal Government, interested in the construction of the Mill Street Viaduct, and this Commission has drafted a preliminary detail plan illustrating the form it should take. The Commission remains watchful lest the error be permitted of constructing merely a hump crossing of the actual railway tracks, without adequate thorough consideration of provision for the best design of the connections between the viaduct proper and the various streets at either end of it, including the northern access route up the hill to Somerset Street. In two instances the Commission has been instrumental in preventing interference of private building projects with the desirable location of the connecting ramps.

At the South End, the City has adopted the Commission's advice by joining the street lines for the diagonal connecting link from Broadview Avenue to Crown Street, thus ensuring the possibility of putting through the peripheral traffic trucking route called for in the Plan.

The gradual replacement of obsolete street cars with buses<sup>5</sup> has already begun and is already having a salutary effect upon traffic on the streets concerned. The removal of car tracks from City Road, for instance, and the resurfacing of that street, has caused a noticeable shift in traffic flow. The City's intention to resurface and improve various other streets, Chesley Street in particular, will have similar effects, and these must be recorded in the near future in another traffic count.

Under the head of Traffic improvements may also be listed the important step taken by the City in enacting a by-law to acquire property on the interior of the commercial block immediately north of King Square. A direct result of a proposal of this Commission, this action will make it possible to provide rear access to commercial properties in the block, thereby permitting not only improved fire-fighting and public utility facilities, but off-street loading space for the entire block which in turn will relieve traffic congestion in the surrounding streets.

### Schools

With the Superintendent of City Schools as a member of the Commission, co-operation with the School Board in the location of new schools and playgrounds is assured. This has already been apparent in the choice of a site for a new school in the rehousing project referred to above in connection with slum clearance. The School Board has also taken a complete census of school children in all parts of the city for the purpose of planning future school development. With the 1946 highest recorded birth rate, the problems of accommodation and location will become acute within a few years, and it is not too soon to begin to acquire suitable sites for schools which will serve the

future residential neighbourhoods envisaged in the Master Plan.

The new King Edward School under construction in the South End has been seriously hampered by adverse building conditions, but is expected to be completed in 1947.

### Parks

Great strides have been made this year in the development of Dominion Park, recently acquired by the Municipal Council, and it is visited by hundreds of people each day of the summer season. Many new facilities have already been provided as part of an overall development scheme, the original of which was drafted by this Commission. At Lily Lake new bathing houses have been provided and considerable embellishment carried out under the direction of the Saint John Horticultural Association.

### Recreation

The Recreation Commission has been aggressive in the matter of development of new playgrounds and improvement of old ones. Under authority from the City Council a site on the West Side recommended in the Master Plan was acquired, graded and equipped. Four other new playgrounds have also been established. Similarly, the Shamrock Grounds is being improved by draining and plans are underway to develop more adequate facilities there so that it may eventually become a complete central sports campus. A new recreation field has been opened at Fairville in the Parish of Lancaster.

Recreational use of the rugged terrain north of the City is being encouraged particularly by private sports clubs, notably for skeet shooting and skiing.

One most important enterprise now under way is the earnest attempt which has been noticeable this year to establish a Community Centre in the city, to incorporate various indoor sporting and cultural activities. Nothing could be more desirable unless it be the extension of the idea to provide eventually for smaller centres to serve the other residential neighbourhoods as well.

### Industry

A number of new industrial enterprises, large and small, have taken shape during the past year, and land has been acquired for others in various parts of the city. Most of this activity has occurred along the main railway lines, with two or three important property acquisitions in the South End. The Board of Trade has engaged an industrial commissioner and has recently published a booklet aimed at attracting further new industry into the city. The basic industry, shipping, has shown an encouragingly busy year as pre-war commercial lines return to the port to handle the increasing volume of Canadian export business.

Listed here as an industry, the tourist business, as expected, returned to the region in full force, in spite of the fact that apparently little or nothing has been done to encourage it in the way of improving local historical sites and beauty spots.

### Official Status of the Master Plan

The Master Plan was adopted in principle on January 15th, 1946, by the Municipal Council of the City and County, and on January 22nd by the Common Council of the City of Saint John. By these acts, as by others before and since, the Local Authorities gave ample evidence of their full support of the Town Planning Commission and its objectives. Such support is, of course, necessary to the successful administration of the Plan as well as being encouraging to the Commission's personnel.

At the 1946 session of the Provincial Legislature several important amendments to the Town Planning Act were passed. Of especial significance is the power given to the local authority to adopt and register any part of the Master Plan, and further progressive clauses give authority to establish limited access highways or otherwise control access to highways, and to establish, widen or construct "major streets." These clauses, proposed by this Commission, conform to accepted planning legislation elsewhere and will facilitate planning procedure in this and other parts of the Province. Already several parts of the Plan have been carried out, as described above, and others adopted as "official" for future execution.

### Public Relations

It is worth noting that in a recent article on Town Planning, circulated nationally, Saint John was credited as being "one community which adopted a city plan and is actually going ahead with it." Behind the truth of this statement lies not only the official co-operation of the two Councils, but of equal importance, the wide public support which has followed the Commission's activities. Immediately following the submission of the Preliminary Report a public exhibition, in the form of maps, charts and photographs, presented graphically the findings and proposals which constitute the Master Plan. Over a tenth of the City's population saw the display which was accompanied by excellent press and radio publicity. Since then the Commission's policy of keeping the public informed by means of lectures and newspaper articles has continued.

It is not, however, to be inferred that opposition to the administration of the Plan has not been encountered. Indeed, if such were the case it would be an unhealthy sign. During the past year the public has been visiting the Town Planning Office at the rate of close to one hundred a month. Many come to criticize or to complain about various regulations, but it is fair to say that many leave satisfied with the explanations they have received and

prepared to boost town planning in Saint John. The greater the number of visitors, the greater our opportunities to explain our planning principles and processes. Public understanding, participation and constructive criticism are our greatest assets.

Among the widely circulated publications which have carried articles on the Saint John Master Plan since the appearance of the Preliminary Report may be listed the following: American Society of Planning Officials Bulletin (Chicago) The Architect's Journal (London, England); Royal Architectural Institute of Canada Journal; Timber Magazine (Canada); Canadian Art Magazine; The Montreal Standard. The Saint John Plan was also selected alone to represent Canadian overall City Planning at the Architecture and Planning display at the United Nations Educational, Scientific and Cultural Conference in Paris last November. Requests for copies of the report have come to the Commission's office from England, India, Hawaii, Australia, South Africa, as well as from many planning agencies in the United States and Canada.

### Zoning

In line with the necessity for bringing the zoning map into conformity with the plan proposals and zoning recommendations of the Master Plan, a number of changes have been made.

Some of the more important changes recently adopted are listed: Extension of the Town Planning area to the Kings County line on the Westfield Road; shopping centres established in Portland Place, Lancaster Vale and Fundy Heights development; rezoning of the Marsh Bridge-Rothsay Avenue area to take care of growth and industrial and business expansion; extension of the business district on Charlotte Street with a view to enlarging the range of the shopping centres in up-town Saint John. Many other changes have been made, details of which have been advertised in the press; and it is hoped, as previously mentioned, to eventually have all of the zoning changes as outlined in the Master Plan gradually brought into effect.

There have also been a number of amendments to the text of the Zoning By-Law, chiefly intended better to meet various local conditions not foreseen when the original by-law was drawn up ten years ago. These amendments affect chiefly industrial, commercial and agricultural zones, and include more adequate definitions of various usage classifications.

During the past year the Zoning Appeal Board has dealt with eleven cases, of which the most important have had to do with non-conforming uses in residential zones. The Board is to be congratulated on the manner in which they have dealt with the cases before them, for while they have been very fair, they have certainly prevented excessive zoning leakage.



### Debits

It would be misrepresenting facts to imply that the results of the past year have been entirely on the credit side. Unquestionably progress is lacking in many instances where it might have been expected. In other cases the intent of the plan has been thwarted, and in others more detailed examination of certain plan proposals have raised a question as to their feasibility. So far these instances have not been very serious but, in the long term view, concessions which threaten the overall purpose of the plan provisions must be avoided and, on the other hand, if new facts or conditions require modifications of the plan, steps must be taken to meet them.

A housing emergency such as Canada suffers from today must often conflict with planning schemes. This conflict has been experienced in Saint John when it became necessary to sacrifice two of the most desirable residential development areas to emergency housing. However, this misfortune may be credited partly to the shortage of possible housing sites in general and to the entire lack of sites ready with streets and services installed.

A question has arisen as to the suitability, economically, of portions of the Millidgeville area for intensive residential development. The Commission, however, maintains the opinion that an extension of services to parts of the area capable of accommodating housing is not only desirable but necessary.

A proposal to subdivide land beyond the indicated limits of built up area defined by the Westfield Highway is receiving some support. The land in question is undoubtedly attractive for residential purposes, the disadvantage lying in the fact that it is too small to accommodate a self contained neighbourhood, and would not be able to support a school or shopping centre or other community services. At the time of writing, a final decision has not been

reached as to whether the proposed sub-division warrants modification of the Plan in order to permit it.

Pressure is being exerted to have constructed the roadway from the Falls Bridge around the river bend to connect with Water Street on the West Side. This project, an old one, was discussed in the report but intentionally omitted from the Plan as a counter-proposal to the Harbour Bridge. It is now felt, however, that both thoroughfares could be useful and in view of the unlikelihood of the Harbour Bridge development in the near future, along with the fact that part of the proposed new road would be required in any event for the extension of the Harbour Bridge route to the west, that the scheme is probably justified.

In view of the importance to the city and province of the tourist industry, the lack of initiative in regard to the provision or improvement of various potential tourist attractions is most disheartening. No progress has been made toward developing Falls View Park, for instance, nor toward cleaning up the vicinity of the Marsh Bridge. As the report states, the appearance of the city and its approaches are of critical importance.

The parking problem increases more rapidly even than the traffic problem, and virtually nothing has yet been done to provide more parking accommodation.

When it is remembered that the Master Plan is based on a thirty year program, the favourable balance of achievement over the past year indicates a most successful beginning. If each ensuing annual report of this Commission can record an equal degree of progress, the prospect is bright. With continued support from the authorities, the other civic commissions, the citizen organizations, the service clubs and the public at large, there is every reason to hope that Saint John will continue to be referred to as a city that is successfully carrying out its Town Planning Scheme.